



PHOTO: UN WOMEN/Yudi Sukardiyanto

# PROGRAMME PRESENCE PORTFOLIO EVALUATION IN ASIA AND THE PACIFIC



# Programme Presence Portfolio Evaluation in Asia and the Pacific



**UN WOMEN**  
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# ACKNOWLEDGEMENTS

The UN Women Regional Evaluation Specialist for Asia and the Pacific, Sabrina Evangelista, managed this evaluation and played an active role in its conduct. The evaluation team consisted of external independent consultants Katherine Garven, Evaluation Team Leader and Fernando Garabito, Junior Evaluator; and Kelly Zimmerman, Evaluation Analyst Intern. UN Women extends gratitude to the evaluation team for their work.

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# LIST OF ACRONYMS

<b>ASEAN</b>	Association of Southeast Asian Nations	<b>HR</b>	Human Rights
<b>AWP</b>	Annual Working Plan	<b>HRBA</b>	Human Rights-Based Approach
<b>CEDAW</b>	Convention on the Elimination of all Forms of Discriminations Against Women	<b>IB</b>	Integrated Budget
<b>CO</b>	Country Office	<b>KII</b>	Key Informant Interview
<b>CSO</b>	Civil Society Organisation	<b>MCO</b>	Multi-country Office
<b>DRF</b>	Development Results Framework	<b>M&amp;E</b>	Monitoring and Evaluation
<b>EM</b>	Evaluation Manager	<b>OECD/DAC</b>	Organisation for Economic Cooperation and Development/ Development Assistance Committee
<b>ET</b>	Evaluation Team	<b>OEEF</b>	Organisational Effectiveness and Efficiency Framework
<b>ERG</b>	Evaluation Reference Group	<b>PFSD</b>	Partnership Framework for Sustainable Development
<b>EVAW</b>	Ending Violence Against Women	<b>PPO</b>	Programme Presence Offices
<b>GERAAS</b>	Global Evaluation Report Assessment and Analysis System	<b>PPPE</b>	Programme Presence Portfolio Evaluation
<b>IEC</b>	Information, Education and Communication	<b>RO</b>	Regional Offices
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies	<b>ROAP</b>	UN Women Regional Office for Asia Pacific
<b>ILO</b>	International Labour Organisation	<b>SDG</b>	Sustainable Development Goals
<b>IOM</b>	International Organisation for Migration	<b>SN</b>	Strategic Note
<b>FGD</b>	Focus Group Discussion	<b>ToRs</b>	Terms of Reference
<b>GE</b>	Gender Equality	<b>UNCT</b>	UN Country Team
<b>GEEW</b>	Gender Equality and the Empowerment of Women	<b>UNEG</b>	United Nations' Evaluation Group
<b>GTGs</b>	Gender Theme Groups	<b>WEE</b>	Women's Economic Empowerment
		<b>WPS</b>	Women, Peace and Security



PHOTO: UN WOMEN/Vidura Jang Bahadur

# EXECUTIVE SUMMARY

# EXECUTIVE SUMMARY

## Evaluation Background, Purpose and Scope

When the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) became operational in January 2011, it embarked upon a new regional architecture to bring capacity closer to the field by setting up Regional Offices (RO), Multi-country offices (MCO), Country Offices (CO) and Programme Presence Offices (PPO). Programme presence offices are the smallest type of office and were designed specifically to operationally implement regional and global programming in country. However, over the years, the role of PPOs has gradually evolved into serving UN Women's integrated mandate: normative, operational, and coordination work.

UN Women is currently reviewing its regional architecture as part of a Change Management Process situated within the larger UN Reform initiated by the Secretary-General.<sup>1</sup> Within this context, UN Women Regional Office for Asia Pacific (ROAP) commissioned this Programme Presence Portfolio Evaluation (PPPE) covering nine (9) programme presence offices that fall under its supervision and within its Strategic Note spanning 2014 – 2018. These countries are Bhutan, China, Indonesia, Lao People's Democratic Republic (PDR), Maldives, Myanmar, Philippines, Sri Lanka, and Thailand.<sup>2</sup> The total planned budget (including non-core and to be mobilized funds) of the nine PP countries included in the evaluation is USD \$10,274,498, with the two largest thematic areas being Women, Peace and

Security (WPS) and Ending Violence Against Women (EVAW) amounting to 66 per cent and 26 per cent of the total budget, respectively. UN Women operates within these countries in a context of significant economic growth paired with high levels of inequality and gender discrimination.

Information pertaining to the results of UN Women PPOs and their contributions towards UN Women's mandate are underreported and lack evaluative evidence. This is the first time that a multi-country portfolio evaluation has taken place in Asia Pacific to specifically assess contributions from PPOs towards development results. This PPPE was primarily commissioned by the ROAP as a formative (forward-looking) evaluation to support the ROAP's strategic learning, as it intends to support decision-making for the next Strategic Note period 2019-2021. With several PPOs likely transitioning to a CO status in 2019, (including Indonesia, Myanmar and China), the evaluation is timely to also contribute towards decision making pertaining to UN Women's regional architecture in Asia Pacific within a context of UN Reform. The primary intended users for this evaluation are the ROAP, PP country staff and their stakeholders, and UN Women HQ.

The evaluation scope covered all of the activities within the nine PPOs from 2014 – 2018 but did not include a comparison study between PPOs and COs or an examination of the overall resource IB/core envelope in the region. Therefore, recommendations remain within the scope of the evaluation and do not attempt to prescribe how resources should be distributed between offices.

## Evaluation Methods

The evaluation applied an adapted version of the UN Women Multi-Country Portfolio Evaluation Guidance and used a theory-based cluster design to assess performance according to the theory of change stated in the ROAP SN 2014 – 2018. It also used mixed methods (i.e. document review of over 164 documents, survey data, a portfolio analysis of all nine PPOs, 100 key informant interviews with UN Women staff and key stakeholders (70 women and 30 men), and focus group discussions with rights holders), as well as a case study approach to take an in-depth look at programming in three PP countries: Lao PDR, Philippines, and Thailand.

- 1 The General Assembly adopted a landmark resolution on the repositioning of the UN development system on 31 May 2018 that has been described by Secretary-General António Guterres as "the most ambitious and comprehensive transformation of the UN development system in decades" representing the beginning of a "new era". General Assembly resolution 72/279 intends to identify opportunities for UN operational activities to better support countries in implementing the 2030 Agenda for Sustainable Development. The reform effort will include a comprehensive policy review of operational activities for development as well as the general guidelines and principles of the UN system.
- 2 UN Women ROAP supported Bhutan, Maldives and Sri Lanka in 2018 while the India MCO was undergoing managerial changes. This support is not expected to continue during the next SN, however, the offices were included in the portfolio review from a learning perspective.





## Summary of Key Findings

PPOs have expanded their work beyond their original role that was focused solely on operational work to meet a strong demand from country level stakeholders for UN Women to deliver on its full triple mandate in Programme Presence countries. While PPOs have made important contributions towards UN Women’s triple mandate, this shift has placed a great deal of stress on the PPOs as the level of financial and human resources allocated to them has not increased accordingly.

PPOs have made valuable and important contributions towards UN Women’s strategic priorities and the advancement of GEEW, and are well aligned with national priorities and country-specific UNDAF/PAFs. They have demonstrated flexibility in adapting their approaches to shifting local contexts, which has facilitated the achievement of results. In particular, PPOs in Asia and the Pacific have made significant contributions to WPS, WEE, and EVAW, with their most notable contributions being towards the advancement of norms and standards at national level in alignment with CEDAW and other international agreements. The strong technical capacities of UN Women PPO staff have been key contributors to achieving these results.

The ability of UN Women to follow through and support the implementation of normative gains through operational work has been more limited due to restricted financial and human resources. These limitations affect their ability to provide a clear message to stakeholders about how they could build upon results and strengthen government processes and systems to support the implementation of policies and legislation.

PPOs have made important contributions to enhance UN coordination around GEEW. They are effectively using in-country presence to support gender mainstreaming within the UN Country Team (UNCT) and are supporting efforts to coordinate GEEW within the UN system at country level. Most PPOs lead and/or participate in the Gender Theme Groups (GTGs) and some play influential roles in implementing the UNDAF/PAF or Partnership Framework for Sustainable Development (PFSD).

While PPO interventions have created regional synergies by generating results and information that can be shared across countries through thematic areas, synergies are more limited between country level programmes due to factors inhibiting effective country-level strategic planning. PPOs also tend to implement smaller projects than COs that often do not contain any follow-up plan or larger strategy to take results forward and to build synergies within a thematic area, and they primarily

The evaluation applied a gender-responsive approach to assess the contribution of UN Women to development effectiveness, and respected participatory evaluation principles by engaging stakeholders throughout the evaluation process (including design and information validation). It used the process of triangulation to validate data by comparing it across data collection methods and sources, and drew on three (3) distinct data analysis methods: contribution analysis, financial analysis, and equity and gender equality analysis. Evaluators respected the UNEG Ethical Guidelines for Evaluation (2008) and UN Women’s Evaluation Policy.

The evaluation applied four of the five standard OECD/DAC evaluation criteria: relevance, effectiveness (including normative, operational and coordination mandates of UN Women), organizational efficiency, and contributions towards sustainability, in addition to leveraging human rights and gender equality as an additional criterion. The criterion of impact was excluded as it is considered too premature to assess and due to inadequate baseline data. Evaluation questions presented in an Evaluation Matrix were used to guide the assessment.

implement regional and global programming that is not necessarily designed to foster synergies with other initiatives in country.

Overall, operational programming across the thematic areas of WPS, WEE, and EAW remained largely at the output level and focused heavily on research and data collection, capacity development, and the convening of civil society and government actors. PPOs face challenges in achieving outcome-level results in coordination and operational programming due to a lack of clarity around staff decision-making authority at the country level and missing mechanisms to engage in strategic planning, which limits the PPO's ability to build on results and achieve synergies between activities within a thematic area. Additionally, while some PPO activities target the root causes of gender inequality, the limited scope and timeframe for PPO programming inevitably challenges UN Women's ability to be truly transformative and to take a holistic approach to tackling the root causes of gender inequality within PPO countries.

PPOs lack the appropriate resources to develop comprehensive country-specific strategic plans and lack an official country representative that can plan long-term and lead a more cohesive and synergetic country strategy. PPOs lack a formal Head of Office who has the mandate to strategically plan and position UN Women over the longer term in the country. Such a head of office requires contract stability that would allow for multi-year planning that would facilitate medium to long-term strategic engagement with partners. A Head of Office also requires the time and technical capacity to conduct strategic planning exercises, execute needs assessments and situational analyses, and search for resource mobilization opportunities.

The absence of an official Head of Office also contributes towards a lack of clarity within UN Women around the decision-making power of programme presence personnel in country. Programme presence staff is not officially empowered to represent the organization in country (due to the absence of a Head of Office), which hinders the PPO's ability to build strategic partnerships, mobilize resources, and effectively plan strategically. It has also affected the ability of PPOs to engage effectively with other UN agencies. In most PPO countries, UN and government partners are willing to work with a UN Women national staff representative as opposed to an international representative but only if the representative has the authority and is empowered by the organisation it represents to engage in a meaningful way in decision-making and contribute to collaborative processes.

Operational programming is very time consuming for PPOs and places a great deal of stress and pressure on the UN Women PPO staff, who are working with a much more limited budget and operational support than COs. In fact, During the Strategic Note period, PPOs were operating with nearly 10 times less budget than COs (if you treat the transitioning offices as COs) and over the period of the SN, were reliant on unpredictable core funds and an unstable workforce. Even so, PPOs have managed to maintain similar delivery rates as COs, suggesting that even if PPOs are receiving fewer and less stable resources, they have still managed to deliver planned programming at the same rate as country offices, which is an important accomplishment achieved with the support of the ROAP. This accomplishment is not always clearly reflected or appreciated within UN Women as PPOs often struggle to comply with UN Women processes (including reporting on results and conducting evaluative exercises) due to funding and workforce constraints, which can lead to impressions that PPOs are less capable and compliant, which in turn makes them less likely to receive funding.

PPOs do not have delegation of authority, meaning they lack the administrative authority to execute programming as independently as country offices, or the full range of technical thematic expertise as COs. In response, the ROAP has dedicated a significant amount of time and resources to provide needed and highly valued technical, administrative and operational support to PPOs, including finding creative ways to support the continuation of programming when there were limited funds available. However, this support could have better facilitated the strategic potential of small presence offices within the wider regional programming context by using a more holistic, region-wide perspective to programming, strengthening knowledge management, pursuing region-wide strategic planning that can capitalize on the strengths of PPOs to advance UN Women's wider regional work, and promoting thematic synergies between offices (including PPOs and COs). Most PPOs struggled to mobilize additional financial resources. Although they were encouraged by the ROAP to look for additional funding to sustain programming, the impact that resource mobilization may have on their office status has not yet been clearly defined by UN Women Senior Management; likewise, there was a lack of clarity on criteria for upgrading to a CO.

PPOs have engaged with a diverse set of traditional and non-traditional partners (including the private sector), but due to various factors, there have been some missed opportunities to engage with partners to scale-up successful PPO initiatives. All PPOs were engaged to some extent in Joint Programming during the SN period, which

has often demonstrated to be a manageable approach for offices, as they can share the responsibilities of programme implementation with another UN entity and build from each other's networks and skillsets. In fact, the limited size and resource envelope of the PPOs has forced them to look for ways to better collaborate with other UN agencies and has encouraged them to experiment with some of the joint UN modalities suggested by the new UN Reform process. This has made them particularly well positioned to leverage the UN reform context to their benefit and to provide insights around UN Reform to the larger UN Women organisation.

## Conclusions

### Conclusion 1.

UN Women PPOs in Asia and the Pacific have made important contributions to advancing gender equality and empowering women at the national and local levels and there is strong demand for UN Women in countries where PPOs have been operating. However, their strategic value has not been realized.

### Conclusion 2.

A lack of clarity on the mandate of PPOs is a key issue that has limited the realization of the full potential of PPOs, and the UN reform presents an opportunity for defining this presence within the new UN operational context.

### Conclusion 3.

A whole-of-region approach to UN Women programming and operations that includes PPOs (or small presence offices) could help to realign the time and resources of the ROAP towards its core functions.

## Recommendations

Recommendations are presented in priority order and are interdependent. Each recommendation identifies the target group for action and includes a timeline for implementation. They have been shared with the Evaluation Reference Group and key UN women stakeholders for feedback to ensure feasibility.

### Recommendation #1:

UN Women ROAP should advocate within the global change management process that UN Women continue to place value on small office presences and consider

how best to use these offices to strategically advance UN Women's triple mandate and build on gains made. *Implementation of this recommendation is dependent on the implementation of the other recommendations: definition of role of small presence offices (recommendation #2); mapping of typology and presence for the region (recommendation #3); and targeted support to small presence offices (recommendation #4).*



Target Group for Action: UN Women ROAP



Timeframe: Short Term (within the next 1–2 years)

### Recommendation #2:

UN Women should define a distinct strategic and catalytic role within UN Women's regional architecture for small presence offices that is unique and different from that of country offices and that can be operationalized in select modalities currently being promoted within the UN Reform. Criteria for decision-making relating to country presence, modality and resource allocation should be done in accordance with this definition and should be flexible enough to respond to emerging opportunities – this is further discussed in Recommendation #3.



Target Group for Action: UN Women Senior Management in ROAP



Timeframe: Short Term (within the 1–2 years)

### Recommendation #3:

Based on decisions made in response to Recommendation #2, UN Women should commission a region-wide study to identify which countries in Asia Pacific will add the most strategic value to UN Women's overall regional positioning considering the current resource envelope, which may require a re-configuration of the current office presence.



Target Group for Action: UN Women Senior Management in Asia Pacific



Timeframe: Immediate Action (within the next 12 months).

#### Recommendation #4:

Based on the findings and recommendations of the regional study (Recommendation #3) on where UN Women should be present, UN Women should continue to provide targeted investment and support to help small presence offices fulfill their unique catalytic role.



Target Group for Action: UN Women Senior Management in Asia Pacific



Timeframe: Short Term (within 1 – 2 years)





PHOTO: UN WOMEN/Saylakham Khayongek

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# BACKGROUND

# 1. BACKGROUND AND CONTEXT

## 1.1

### Background

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) became operational in January 2011 after the merging of four United Nations entities focused on gender equality and empowerment of women to enhance coherence and with the goal of achieving gender equality and empowerment of women. At the same time it embarked upon a new regional architecture to bring capacity closer to the field. As part of this regional architecture, the agency established Regional Offices (RO), Multi-country offices (MCO), Country Offices (CO) and Programme Presence Offices (PPO).<sup>3</sup> Programme presence offices are the smallest type of office and were designed specifically to operationally implement regional and global programming in country. However, over the years, the role of PPOs has gradually evolved into serving UN Women's integrated mandate: normative, operational, and coordination work.

The UN Women Regional Office for Asia Pacific (ROAP) directly oversaw 24 programme presence offices during its strategic note period from 2014-2018, nine of which are the focus of this programme presence portfolio evaluation: Bhutan, China, Indonesia, Lao People's Democratic Republic (PDR), Maldives, Myanmar, Philippines, Sri Lanka, and Thailand.<sup>4</sup> Several offices are currently transitioning to a Country Office (CO) presence, including Indonesia and Myanmar which will become COs in 2019, and China is expected to transition in 2019.<sup>5</sup> The 15 other PP are Pacific islands overseen by the Fiji MCO and are not included in this evaluation. Lao PDR, Philippines and Thailand are the

PPOs that the ROAP will continue supporting during the 2019-2021 SN.<sup>6</sup>

The 2014-2018 ROAP SN was amended in 2016 and extended to December 2018 in order to allow for better alignment to UN Women's new Strategic Plan and agreement with the regional architecture. The new ROAP SN is expected to begin implementation on 1 January 2019 and be closely linked to the UN Women Global Strategic Plan 2018-2021,<sup>7</sup> as well as national development plans and United Nations Development Assistance Frameworks (UNDAF) or United Nations Partnership Frameworks (UNPAF) at the country level. The ROAP supports the following interdependent and interconnected outcomes outlined in UN Women's Strategic Plan 2018-2021:

#### UN Women's Strategic Plan 2018-2021:

1. **Women lead, participate in and benefit equally from governance systems**
2. **Women have income security, decent work and economic autonomy**
3. **All women and girls live a life free from all forms of violence**
4. **Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and humanitarian action**

While UN Women's integrated normative, coordination and operational mandate is dedicated to supporting all UN Women strategic priorities, based on an analysis of budget allocation, PP offices in the region have a focus on Ending Violence Against Women (EVAW) and Women, Peace, and Security (WPS). Despite the status of "Programme Presence" in these countries, UN Women serves as an official member of the UN Country Team (UNCT) in some offices, while providing varied levels of engagement as an unofficial member in others, ranging from strengthening gender mainstreaming across thematic groups to leading the interagency gender thematic group.

3 Countries where UN Women does not have a representative presence yet, but where the needs for GEEW programming are apparent. In most cases, these were also countries where UNIFEM had programming.

4 UN Women ROAP supported Bhutan, Maldives and Sri Lanka in 2018 while the India MCO was undergoing managerial changes. This support is not expected to continue during the next SN, however, the offices were included in the portfolio review from a learning perspective.

5 UN Women. 2017. "UN Women ROAP Strategic Note Report 2018 - AWP Cover Note". UNW/2017.

6 UN Women. 2018. "UN Women ROAP Strategic Note 2019-2021"

7 United Nations Entity for Gender Equality and the Empowerment of Women. Strategic Plan. August 2017. UNW/2017/6/Rev.1

The General Assembly adopted a landmark resolution on the repositioning of the UN development system on 31 May 2018 that has been described by Secretary-General António Guterres as “the most ambitious and comprehensive transformation of the UN development system in decades” representing the beginning of a “new era”.<sup>8</sup> General Assembly resolution 72/279 intends to identify opportunities for UN operational activities to better support countries in implementing the 2030 Agenda for Sustainable Development. The reform effort will include a comprehensive policy review of operational activities for development as well as the general guidelines and principles of the UN system.

UN Women has been working on defining country typology and presence since the corporate Regional Architecture evaluation was issued in 2016, but was unable to reach consensus on an approach and subsequently the UN reform was initiated, which has further delayed the action. During 2018, this process has picked up momentum, as the Executive Director’s Office initiated a change management process that includes defining country typology and presence, which has been progressing during the course of the evaluation, but not yet finalized at the time of drafting the evaluation report. This evaluation has taken into consideration these important evolving contexts to the extent possible.

## 1.2

### Regional Context

The situation of women varies across the countries included in this evaluation. The region has experienced high and enduring rates of economic growth and consolidated international geo-political and economic influence, largely fed by foreign and private sector investment and export-led strategies. However, overall economic growth and reductions in poverty throughout the region have not been matched by an increased availability of decent work and economic opportunities for women, despite significant progress in women’s educational achievements over the last two decades.<sup>9</sup>

8 United Nations, Department of Public Information, “Adopting Landmark Text on Repositioning United Nations Development System, Speakers in General Assembly Hail New Era of Multilateral Support for Country Priorities”. GA/12020, 31 May 2018, <https://www.un.org/press/en/2018/ga12020.doc.htm>

9 UN Women. 2017. “UN Women ROAP Strategic Note Report 2018 - AWP Cover Note”. UNW/2017.

Of the nine countries covered by this evaluation, seven are lower middle-income countries (Bhutan, Indonesia, Lao PDR, Maldives, Myanmar, Philippines, and Sri Lanka), with poverty rates ranging from 11 percent to 25 percent, and two are upper middle-income countries (China and Thailand), with Thailand reporting a comparatively lower poverty rate of 10.5 percent<sup>10, 11</sup> and China reporting a poverty headcount ratio<sup>12</sup> at \$1.90 a day of 1.4 percent.<sup>13</sup>

Deeply entrenched socio-cultural values and practices limit women’s access to land, technology, and credit, keeping most working women confined to vulnerable employment at the margins of economies. The participation rate of women in the labour force remains low, at 48 percent,<sup>14</sup> earning only 54 to 90 percent of what men are paid.<sup>15</sup> Up to 70 percent of the regional population lacks reliable access to good-quality and affordable health-care services and only 30 percent of all persons with disabilities have enough income for self-support.<sup>16</sup>

Violence against women is widespread with intimate partner violence being the most common yet under-reported form. Prevalence of intimate partner violence

10 The World Bank Group. 2016. The World Bank Data Catalogue. Washington, D.C. The World Bank (producer and distributor). <https://data.worldbank.org/>

11 UNDP. 2014. Human Development Report. UNDP/2016.

12 Poverty Headcount Ratio (HCR) reported by the World Bank Group represents the percentage of the population living below the national poverty lines. National estimates are based on population-weighted subgroup estimates from household surveys compiled from official government sources or computed by World Bank staff using national (i.e. country-specific) poverty lines.

13 The World Bank Group. 2016. The World Bank Poverty and Equity Data Portal. Washington, D.C. The World Bank (producer and distributor). <http://povertydata.worldbank.org/poverty/country/CHN>

14 UN ESCAP. 2017. “Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific”. UN ESCAP/2017/7.

15 UN Women. 2015. “Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017”. UNW/2015.

16 UN ESCAP. 2017. “Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific”. UN ESCAP/2017/7.



in the region ranges from 6.1 percent to 67.6 percent.<sup>17,18</sup> Women face many barriers in accessing justice and essential services, including broad cultural acceptance, inadequate resources for multi-sectoral responses, and impunity for abusers.

The significant movement of women migrants within and between ROAP countries is fuelled by uneven development and inequalities. These migrants often engage in precarious and unregulated work without proper legal protection, facing what UN Women analyses have cited as extreme exploitation.<sup>19</sup>

About one-third of all those living with HIV in the region are women. Research shows these women live with higher instances of forced abortion and sterilization, denial of property rights, and physical violence.<sup>20</sup> Although funds dedicated to HIV are dwindling, the evolving nature of HIV epidemics demands comprehensive approaches that address prevention, treatment and support services.

Regional stability is increasingly threatened by the effects of climate change, natural disasters, and armed conflict and violent extremism. The Asia-Pacific region accounted for almost 60 percent of the total global deaths and 45 percent of total economic damage caused by natural disasters between 2005-2017.<sup>21</sup> Violent extremism and armed conflict has also been on the rise, particularly in conflict areas within Myanmar, the Philippines, and Thailand. As a result, increasing demand for resources dedicated to humanitarian actions and risk mitigation efforts have forced governments to divert attention and funding away from social protection and economic development priorities.<sup>22</sup>

With a range of political arrangements - democracies, monarchies, single-party states - governance in all the countries under the scope of this evaluation have a highly centralized decision-making structure and minimal political representation by women. National gender machineries are present within all countries but lack requisite authority, capacity, funding, or influence to coordinate and monitor gender mainstreaming effectively. Several recent policy steps have been taken towards advancing equality in many countries, however greater efforts are required to enhance accountability and translate commitments into implementation.<sup>23</sup>

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17 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

18 Asian Development Bank and UN Women. 2018. "Gender Equality and the Sustainable Development Goals in Asia and the Pacific: Baseline and Pathways for Transformative Change by 2030".

19 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

20 *ibid.*

21 UN ESCAP. 2017. "Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific". UN ESCAP/2017/7.

22 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

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23 *ibid.*





PHOTO: UN WOMEN/Hansa Tangmanpoowadol

# 2

## The Evaluation Object

# 2. THE EVALUATION OBJECT

## 2.1

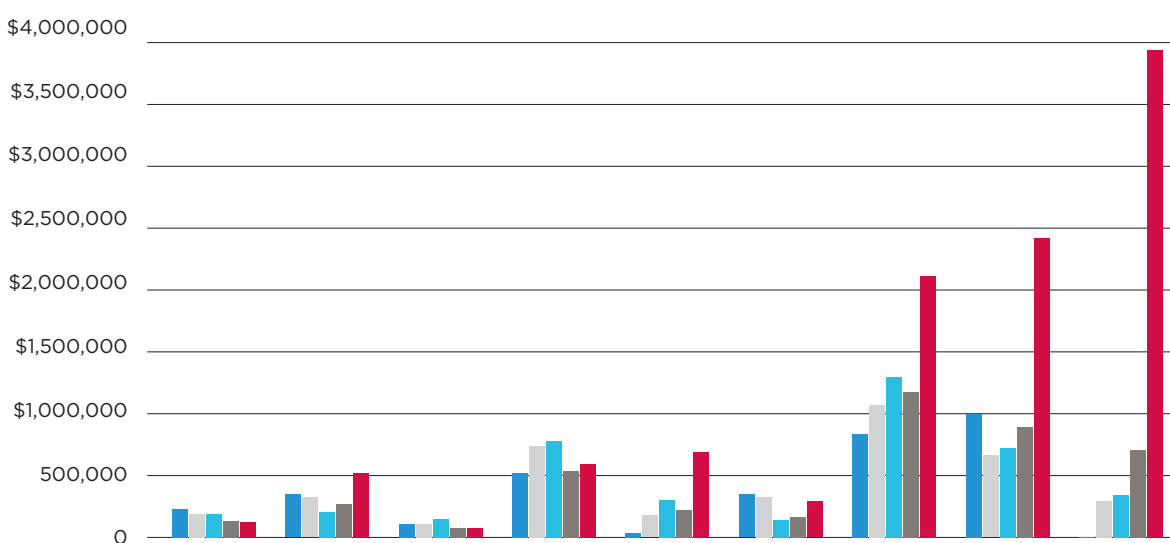
### Description of the Programme Presence Portfolios

The total 2018 planned budget (including non-core and to be mobilized funds) of the nine PP countries included in the evaluation is USD \$10,274,498. The two largest thematic areas by budget are WPS (USD \$6,787,682) and EAW (USD \$2,706,169), amounting to 66 percent and 26 percent of the budget, respectively. Figure 2.2 below presents the total budget for PPOs per country during the SN period. As the figure indicates, those three PPOs that will likely transition

to a CO status in the near future (China, Indonesia, and Myanmar) operated with significantly more funding than the other offices.

The nine UN Women PP offices covered by this evaluation operated in 2018 with staffs ranging from eleven people (Indonesia) to just one person (Bhutan and Maldives). A total of four international staff are based across the nine

**FIGURE 2.1**  
Total summary budget for the SN period by year



	Bhutan	Lao PDR	Maldives	Philippines	Sri Lanka	Thailand	China	Indonesia	Myanmar
2014	\$229,476	\$347,079	\$107,096	\$520,153	\$34,660	\$347,105	\$835,007	\$996,539	\$0
2015	\$186,423	\$322,537	\$110,077	\$736,863	\$177,467	\$323,516	\$1,068,725	\$662,546	\$293,661
2016	\$191,018	\$205,005	\$146,301	\$782,166	\$304,184	\$139,888	\$1,296,240	\$725,276	\$345,312
2017	\$131,467	\$269,928	\$75,911	\$538,669	\$225,277	\$164,820	\$1,178,859	\$891,673	\$707,784
2018	\$128,088	\$522,167	\$77,191	\$591,257	\$693,595	\$290,142	\$2,110,859	\$2,417,976	\$3,939,993

Data Source: UN Women - Asia Pacific Regional Office Delivery Report by Country  
\*Total Budget calculated as: XB, Trust Fund, Non-Core, Core, and IB

PPOs, ranging from a P5 staff member (Indonesia) whose goal is to help manage the transition to a CO, to one newly established international project staff at P3 level (Philippines).

In line with UN Women’s commitment to Results Based Management, a Development Results Framework (DRF) was developed with performance indicators for the ROAP. Additionally, each PPO develops a DRF as part of its Annual Work Plan. The SN also includes an Organisational Effectiveness and Efficiency Framework (OEEF) with performance indicators, which has been used to assess organizational performance. While the DRFs include basic assumptions, they are based on the ROAP’s theory of change and do not respond to a country-specific theory of change. The evaluation ToRs called for the evaluation team to reconstruct a theory of change for the countries chosen for in-depth analysis, but discussions with key stakeholders during the evaluation inception phase revealed that PPOs did not feel that this would be a useful exercise, as the PPOs do not have the resources or the strategic planning capacity to effectively develop and implement country programming that can respond to

a fully developed theory of change. Alternatively, it was suggested that PPO contributions towards UNDAF/UNPAF outcomes be analysed, as this was perceived to be a more useful exercise. A portfolio review for each PPO under review is included in annex 1. An analysis of contributions towards UNDAF/UNPAF outcomes is provided for the three countries chosen for in-depth analysis: Lao PDR, Philippines, and Thailand.

## 2.2 Evaluability Assessment

During the evaluation inception phase, the evaluation team conducted a rapid evaluability assessment of the nine PPOs to determine their degree of evaluability. As table 2.1 indicates below, the assessment concluded that even though the level of documentation on PPO results as well as the completeness and quality of their DRFs was quite limited, sufficient information was available and sufficient management structures were in place to conduct an evaluation of the ROAP PPO portfolio.

**FIGURE 2.2**  
**UN Women Programme Presence countries in Asia Pacific**



**FIGURE 2.3**

**Assessment of PPO Performance Indicators and Documentation**

PPO	Level of Documentation	Completeness of DRF and OEEF	Quality of DRF and OEEF Indicators	Overall Rating
Bhutan	Annual reports exist from 2014 - 2017 but information within is limited.	The DRF is complete but the OEEF is missing	The DRF uses SMART Indicators but outputs are vaguely worded.	FAIR
China	Annual reports with sufficient detail exist from 2014 - 2017 as well as 2 evaluation reports.	The DRF is missing a significant number of targets and the OEEF is missing baselines.	Outputs are vaguely worded and often pitched at the wrong level, and not all indicators logically measure their outputs.	FAIR
Indonesia	Annual reports exist from 2014 - 2017 but information within is limited. Several project reports and evaluations are available.	The DRF and OEEF are missing some baselines and targets.	Outputs are vaguely worded and often pitched at the wrong level, and not all indicators logically measure their outputs.	FAIR
Lao PDR	Annual reports with sufficient detail exist from 2014 - 2017 as well as numerous donor and evaluation reports.	The DRF is complete but the OEEF includes only one output.	Some indicators and outputs are vaguely worded. Not all indicators logically measure their outputs or follow SMART principles.	SATISFACTORY
Maldives	Annual reports exist from 2014 - 2017 but information within is limited.	The DRF is complete but the OEEF is missing indicators, baselines, and targets.	Results statements in the DRF are vague and are pitched at the multi-country level rather than for Maldives specifically.	WEAK
Philippines	Annual reports with sufficient detail exist from 2014 - 2017 as well as a limited number of donor and evaluation reports.	The DRF and OEEF are generally complete.	Most indicators and outputs are vaguely worded. Not all indicators logically measure their outputs or follow SMART principles.	FAIR
Sri Lanka	Annual reports with sufficient detail exist from 2014 - 2017 as well as a limited number of donor and evaluation reports.	The DRF is missing indicators, baselines, and targets. The OEEF is complete.	Outputs are vaguely worded and not all indicators in the OEEF are SMART (i.e. some have the same baselines and targets).	FAIR
Thailand	Annual reports with sufficient detail exist from 2014 - 2017 as well as numerous donor and evaluation reports.	The DRF and OEEF are complete.	Outputs are vaguely worded and not all indicators logically measure their outputs or follow SMART principles.	SATISFACTORY
Myanmar	Annual reports with sufficient detail exist from 2014 - 2017 as well as some donor reports.	The DRF and OEEF are generally complete, although the DRF is missing numerous targets.	Most indicators and outputs are vaguely worded. Not all indicators logically measure their outputs or follow SMART principles.	SATISFACTORY

**Definitions of Rating Scores**

Weak	Very little to no documentation; generally incomplete DRF and OEEF; and major issues with the quality of the DRF and OEEF indicators.
Fair	Some documentation present but important elements missing; some major gaps in information in the DRF and OEEF; and some problems with the formulation of results and use of SMART indicators.
Satisfactory	Adequate level of documentation; generally complete DRF and OEEF; and correctly formulated results and use of SMART indicators.
Excellent	Abundant documentation; complete DRF and OEEF; correctly formulated results and use of SMART indicators that clearly demonstrate the logical progression between results levels.



Appropriate management structures have been set up to guide the evaluation. The evaluation is being managed by the Regional Evaluation Specialist and guided by an Evaluation Reference Group (ERG) consisting of key stakeholders from the case study countries representing government, civil society and the UN, and an Evaluation Management Group (EMG) consisting of key UN Women ROAP staff.

**OVERALL EVALUABILITY OF UNWOMEN ASIA PACIFIC PROGRAMME PRESENCE PORTFOLIO**

**SATISFACTORY**

## 2.3

### Key Stakeholders

As part of a preliminary portfolio analysis, key stakeholders were identified and an analysis of key duty bearers<sup>24</sup> and rights holders was reviewed and updated, as listed in table 2.1 below.

**TABLE 2.1**

#### Key Stakeholders working with UN Women’s Programme Presence Offices in Asia and the Pacific

Stakeholder Group	Human Rights Roles	System Roles	Gender Roles	Contributions to UN Women work	Intended Uses of the Evaluation
UN Women (ROAP, HQ, and regional offices)	Tertiary Duty Bearers	Programme Controllers & Sources of Expertise	Women’s rights advocates	Implementers of UN Women’s Triple Mandate	Strategic Planning &
UN Agencies (UNDP, UNFPA, ILO, etc.)	Tertiary Duty Bearers	Programme Partners & Sources of Expertise	Mandated to mainstream GEEW	Partners with complementary strengths and areas of expertise	Institutional Learning
Government Entities (Ministry of Gender, Ministry of Justice, Ministry of Education, etc.)	Secondary Duty Bearers	Target Groups & Programme Partners	Signatories of women’s rights conventions (i.e. CEDAW)	Implementers of policy frameworks and service providers	Knowledge Enhancement
Civil Society Organisations (NGOs, academic institutions, etc.)	Primary Duty Bearers	Target Groups, Programme Partners and Representatives of Excluded Groups	Opportunities for gender mainstreaming and targeted GEEW work	GEEW advocates, service providers, and links with rights holders	Knowledge Enhancement
Women’s Movement Actors	Primary Duty Bearers	Target Groups, Programme Partners and Representatives of Excluded Groups	Women’s rights advocates	GEEW advocates and direct links with rights holders	Knowledge Enhancement
Donors (including the private sector)	Tertiary Duty Bearers	Programme Controllers	Mandated to and/or interested in mainstreaming and targeting GEEW	Financial resource contributions	Resource Allocation Decision Making

<sup>24</sup> Duty bearers are defined as individuals and groups that have an obligation to respect the human rights of women and support their empowerment.

Stakeholder Group	Human Rights Roles	System Roles	Gender Roles	Contributions to UN Women work	Intended Uses of the Evaluation
Women Rights Holders	Rights Holders	Target Groups	Varying ages, ethnic backgrounds, cultural/social/economic experiences and vulnerabilities	Embodiment of GEEW	Knowledge Enhancement
Family and Community Members (including men)	Principal Duty Bearers	Target Groups	Significant influence over changes in gender norms and women's empowerment	GEEW advocates and direct links with rights holders	Knowledge Enhancement
Cultural and Religious Leaders	Primary Duty Bearers	Target Groups & Programme Partners	Significant influence over changes in gender norms and women's empowerment	GEEW advocates and direct links with rights holders	Knowledge Enhancement



PHOTO: UN WOMEN/Pornvit Visitoran

# 3

## Evaluation Purpose, Objectives and Scope

# 3. EVALUATION PURPOSE, OBJECTIVES AND SCOPE

## 3.1

### Evaluation Purpose

This Programme Presence Portfolio Evaluation (PPPE) was primarily commissioned by the ROAP as a formative (forward-looking) evaluation to support the ROAP's strategic learning, as the PPPE intends to support decision-making for the next Strategic Note period 2019-2021. The evaluation is expected to have a secondary summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience. The evaluation also seeks to provide insights on the strategic direction for UN Women PPs within the context of the repositioning of the UN development system as adopted by the General Assembly resolution 72/279 on 31 May 2018.<sup>25</sup>

The primary intended users of this evaluation are the ROAP and PP country staff and their key stakeholders. Headquarters units may be interested in reviewing the evaluation as input to the development of country presence criteria.

Primary intended uses of this evaluation are:

- A. Learning and improved decision-making to support the development of the next SN 2019-2021;
- B. Accountability for the development effectiveness of UN Women's contribution to gender equality and women's empowerment; and
- C. Capacity development and mobilisation of national stakeholders to advance gender equality and the empowerment of women.

A secondary objective of this evaluation is to provide insights on methodological approaches for evaluating UN Women's work in programme presence context. The UN Women Independent Evaluation and Audit Service will use these insights for adapting evaluation guidance.

A secondary objective of this evaluation is to provide insights on methodological approaches for evaluating UN Women's work in programme presence context. The UN Women Independent Evaluation Service will use these insights for adapting evaluation guidance.

## 3.2

### Evaluation Objectives

The evaluation has the following specific objectives:

1. Assess the **relevance** of UN Women contribution through programme presence at national levels and alignment with international and regional agreements and conventions on gender equality and women's empowerment.
2. Assess the **effectiveness** and **organizational efficiency** in progressing towards the achievement of gender equality and women's empowerment results through programme presence.
3. Assess the **value of UN Women presence** in country, and support UN Women to improve its strategic positioning to better support the achievement of sustained gender equality and women's empowerment within the region.
4. Analyse how a **human rights** approach and **gender equality** principles are integrated in the design and implementation of UN women's work.
5. Identify and validate **lessons learned**, good practices and examples of innovation that supports gender equality and human rights.
6. Provide **actionable recommendations** with respect to programme presence and ROAP support to PP's within the context of the next UN Women ROAP Strategic Note.

25 United Nations General Assembly Resolution 72/279.



### 3.3

## Evaluation Scope

In terms of geographic scope, the PPPE covered all nine Programme Presence Offices (PPOs) under the responsibility of the ROAP during 2018, which include: Bhutan, China, Indonesia, Lao PDR, Maldives, Myanmar, Philippines, Sri Lanka, and Thailand (although Indonesia, Myanmar and China were transitioning to CO and Sri Lanka, Bhutan and Maldives were previously under the direct purview of the India MCO).

The evaluation covered the period from 2014 through September 2018, in line with the ROAP SN period.

Although the focus has been placed primarily on the key thematic areas of PPO programming: women, peace and security (WPS) and ending violence against women (EVAW), the PPPE looked at all activities undertaken by these programme presence countries during the period of the SN, including support to normative, policy and UN coordination work.

Joint programmes and programming have also been included within the scope of this evaluation. Where joint programmes are included in the analysis, the evaluation will consider both the specific contribution of UN Women, and the additional benefits and costs from working through a joint modality.

The evaluation took into consideration the findings of relevant corporate evaluations, in particular the Regional Architecture evaluation (2016), the Evaluation on UN Women's contribution to UN system Coordination (2016), and the Strategic Partnerships evaluation (2017).<sup>26</sup>

## EVALUATION CRITERIA

The evaluation applied four of the standard OECD/DAC evaluation criteria: relevance, effectiveness (including normative, operational and coordination mandates of UN Women), efficiency, and sustainability, in addition to leveraging human rights and gender equality as an additional criterion. The evaluation did not consider impact (as defined by UNEG), as it is considered too premature to assess and it is presumed based on previous evaluative evidence of UN Women programming that adequate baseline data are unavailable.<sup>27</sup> Specific evaluation questions, sub-questions, and indicators per evaluation

criterion are presented in the Evaluation Matrix presented in annex 3.

The evaluation applied the UNEG Guidance on Integrating Human Rights and Gender Equality. This included: (1) Analysing the roles of stakeholders as duty bearers and rights holders; (2) using methods that are sufficient to identify and triangulate gender characteristics of the evaluation object; and (3) facilitating participation of stakeholders in the inception, data collection, and validation phases.



PHOTO: UN WOMEN/Eko Bambang Subiantoro

26 Available at <http://gate.unwomen.org/EvaluationUnit/FullDetails?EvaluationUnitId=100>

27 UN Women Independent Evaluation Office. 2016. "What can we learn from UN Women evaluations? A meta-analysis of evaluations managed by UN Women in 2016". UNW/2016.



PHOTO: UN WOMEN/Pathuumporn Thongking

# 4

## Evaluation Methods



# 4. EVALUATION METHODS

## 4.1

### Evaluation Approach and Design

The evaluation applied an adapted version of the UN Women Multi-Country Portfolio Evaluation Guidance. It used a theory-based cluster design to assess performance according to the theory of change stated in the ROAP SN 2014–2018, and by clustering programming, coordination, and policy activities of the countries of focus around the common thematic areas/flagship programmes: EAW and WPS). The team also used a case study approach to take an in-depth look at programming in three PP countries: Lao PDR, Philippines, and Thailand (see section 4.4 for a description of the sampling approach used to identify case study countries). Following a realist evaluation approach, the evaluation team identified which factors, and which combination of factors, are most frequently associated with a higher contribution of UN Women to expected and unexpected outcomes within which contexts.

The evaluation also applied a gender-responsive approach to assess the contribution of UN Women to development effectiveness. The evaluation team used an adapted outcome mapping/harvesting approach<sup>28</sup> for the in-country visits, which identifies expected and unexpected changes in target and affected groups. The evaluation process respected participatory evaluation principles by engaging stakeholders to provide inputs on the evaluation design during the inception phase; extensively consulting stakeholders through in-person and virtual meetings throughout the data collection phase; and by validating the evaluation approach, findings, and recommendations with the Evaluation Reference Group made up of key UN Women stakeholders.

28 Earl, S., Carden, F., and T. Smutylo. 2001. "Outcome Mapping, Building Learning and Reflection into Development Programs". IDRC 2001. See also: [www.outcomemapping.ca](http://www.outcomemapping.ca).

## EVALUATION GUIDING QUESTIONS

In order to provide a framework to collect, analyse and assess data and information to assess the performance of PPOs, the evaluation sought to answer a defined set of key evaluation questions, adapted from the ToRs. The evaluation team then developed an evaluation matrix (found in annex 3) as a tool for systematizing the data collection process, identifying gaps in evidence, and developing a clear evaluative argument. Each question in the evaluation matrix contains sub-questions and indicators for further specificity and to help guide the assessment of each question. The development of methods for data collection and analysis has also been based on the evaluation matrix. The matrix mainstreamed gender into all criteria and questions where appropriate.

## 4.2

### Data Collection Methods and Sources

The evaluation drew on a mix of quantitative and qualitative methods to answer the evaluation questions. As part of the quantitative methods, the evaluation team conducted a desk review of available documentation, including a recently conducted survey of UN Women staff in the region, and executed a portfolio analysis of all nine Programme Presence countries (available as an addendum) that provides the PP country data on financial and staff resources, synthesis of secondary results data for the respective country's AWP DRF and OEEF, and linkages with the ROAP SN. Also, a detailed stakeholder analysis identifying duty bearers and rights holders has been included as part of the portfolio analysis. The portfolio analysis was triangulated through a mixed-methods approach that includes:

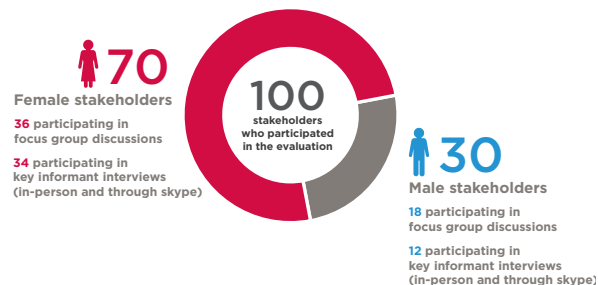
1. Desk review of additional documentary evidence;
2. Consultation with all main stakeholder groups; and
3. An independent assessment of development effectiveness using Contribution Analysis for the in-depth countries of focus (Thailand, Lao PDR, and the Philippines).

The desk review drew on a total of 164 documents at the country, regional, and HQ levels including evaluation reports, annual reports, annual work plans, donor reports, ROAP Strategic Notes, financial data, workforce data, among others. For a comprehensive list of the documents, see Annex 1.

As part of the qualitative methods, the evaluation team conducted 46 (34 women, 12 men) virtual and in-person key informant interviews (KIIs) at the country, regional and global levels with key UN Women and non-UN Women stakeholders. In addition, the evaluation team conducted in-person focus group discussions with rights holders during the case study visits (see Annex 4 for a copy of the data collection tools).

As part of the data collection process, the evaluation team consulted with a wide array of stakeholders, including UN Women staff at the HQ, regional, and PPO levels; government and civil society partners; and rights holders. Figure 4.1 provides a breakdown of the stakeholder consulted as part of this evaluation.

**FIGURE 4.1**  
**Total number of stakeholders who participated in the evaluation**



### 4.3 Data Analysis Methods

The evaluation used the process of triangulation to validate data by comparing it across data collection methods and sources. It also used three distinct data analysis methods: contribution analysis, financial analysis, and equity<sup>29</sup> and gender equality analysis. All information was coded and triangulated using the data analysis software NVIVO

<sup>29</sup> The equity analysis looked at how various groups of vulnerable women are served differently by programme presence offices. This analysis was incorporated throughout the findings, conclusions, and recommendations.

to assess primary and secondary information obtained through the evaluation's lines of enquiry to answer the evaluation questions identified in the evaluation matrix (Annex 3). See annex 4 for an in-depth description of each data analysis method.

### 4.4 Sampling

The evaluation used a purposeful sampling approach where key stakeholders who participated as data sources in the evaluation were identified in collaboration between the evaluation manager, the evaluation reference group (ERG), and the evaluation team (see annex 2 for a list of stakeholder groups that were consulted as sources of information). Representatives from all stakeholder groups were invited to participate as data sources either through Skype, in-person interviews, focus group discussions, or email engagement. The level of stakeholder participation was dependent on the availability of each stakeholder.

The evaluation also used a purposive sampling approach to identify the in-depth case study countries. Lao PDR, Philippines, and Thailand were selected as case studies based on the selection criteria presented below:

#### SELECTION CRITERIA

1. Offices that are not expected to be upgrading to full country office status;
2. Offices with similar sub-regional characteristics, for example those who are located in member states of ASEAN;
3. Office size (Bhutan and Maldives will be examined through documentation and virtual Skype interviews); and
4. Similarities in thematic programming (particularly ERAW and WPS).

### 4.5 Quality Control

The evaluation was produced responding to UN Women GERAAS Standards. Feedback and guidance from the ERG were provided at key points during the evaluation process to help guide the evaluation team and to provide validation regarding the evaluation findings and recommendations. In addition, qualified evaluation consultants with strong technical experience were recruited and worked closely

with the Regional Evaluation Specialist to strengthen the ToRs and the evaluation design and methods. The evaluators took time to reflect and explore alternative possibilities and combinations prior to decision-making at all stages of the evaluation process in agreement with the Regional Evaluation Specialist, who also served as co-team lead. Furthermore, all evaluation products (including tools and deliverables) were exchanged and reviewed between co-team leads to provide feedback and constructive critique and to ensure high quality products.

## 4.6

### Stakeholder Participation

Key stakeholders had several opportunities during the evaluation process to actively contribute towards the evaluation design and to review and validate the evaluation findings and recommendations through the Evaluation Reference Group. At the end of each evaluation stage, (i.e. inception, data collection, and draft findings and recommendations), virtual and in-person meetings were held with the Evaluation Reference Group and Evaluation Management Group in order to collect feedback and validate the information presented.

## 4.7

### Methodological Limitations and Mitigation Strategies

The evaluation faced a number of limitations that were identified during the evaluation inception phase. Approaches to mitigating these have been integrated into the evaluation design. The limitations and mitigation strategies are discussed in table 4.1 below.

**TABLE 4.1**

### Evaluation Limitations and Mitigation Strategies

Methodological Limitation	Mitigation Strategy
Limited documentation of results at the PPO level	The ET conducted an outcome mapping process to map results
Unfeasibility to visit all PPOs and limited time available in case study countries	Skype interviews were conducted in all areas where an in-person visit was not possible

Methodological Limitation	Mitigation Strategy
Short evaluation timeframe	The evaluation had two co-team leads
Limited institutional memory due to staff turnover	Skype KIIs were conducted whenever possible with staff in key positions who had moved to other posts
Political sensitivity around UN activities	Explicit commitment to discretion and awareness from evaluation team
The evaluation scope did not include a comparison study between PPOs and COs and did not examine the overall resource IB/core envelope in the region.	Recommendations remain within the scope of the evaluation and do not attempt to prescribe how resources should be distributed between offices.

## 4.8

### Ethical Considerations

The evaluation approach used throughout this evaluation conforms to the ethical principles described in the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation (2008) and UN Women's Evaluation Policy. Particular emphasis was placed on responsible use of power and sensitivity to local contexts and customs; obtaining informed consent from evaluation participants; and fair representation. For more information on the ethical considerations applied to this evaluation, see annex 5.





PHOTO: UN WOMEN/Pornvit Visitoran

# 5 Findings

# 5. FINDINGS

## FINDING 1.

**There is strong demand for UN Women to deliver on its full triple mandate in Programme Presence countries.**

Programme Presence Offices (PPOs) were originally designed in the UN Women regional architecture to focus solely on operational work.<sup>30</sup> However, since their establishment, in-country stakeholders have come to expect that PPOs will serve all three elements of UN Women’s triple mandate. Stakeholders do not always recognize or understand the different status of PPOs vs.

country offices (COs) and thus have not adjusted their expectations accordingly. As one PPO staff member explains, “It is impossible for us to tell stakeholders that we can only serve one of UNW’s mandates. They expect us to be present in all three areas”. Even though PPOs have responded by expanding their activities to address stakeholder expectations to support normative, operational and UN coordination work, this shift has placed a great deal of stress on the PPOs as the level of financial and human resources has not increased accordingly.

**TABLE 5.1**  
**PPO contributions towards UN Women’s triple mandate in case study countries**

Country	Normative	Operational	UN Coordination
Thailand	<ul style="list-style-type: none"> <li>Supported the Thai Government to implement CEDAW and to follow up on Concluding observations on the combined sixth and seventh periodic reports of Thailand.</li> <li>The National Measures and Guidelines on Women, Peace and Security was approved and adopted by the Royal Thai Government.</li> <li>The Gender Equality Law to which UN Women contributed with technical support was adopted in 2015.</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced understanding about how violent extremist groups manipulate gender norms, the role of women in violent extremism and PVE.</li> <li>Advocated for the localization of the SDGs through work with partners such as the Foundation for Women, the Gender Development Research Institute, etc. on the strengthening of the gender focal point system, GRB and gender statistics.</li> </ul>	<ul style="list-style-type: none"> <li>The 2-year operational plan for UNPAF is implemented thanks to UN Women-led Gender Theme Group. Also, UN Women co-chaired SDG Results Group on Peace and Governance.</li> </ul>

30 Corporate Evaluation of Regional Architecture UN Women, 2016 page 11

Country	Normative	Operational	UN Coordination
Philippines	<ul style="list-style-type: none"> <li>• Provided capacity development support to duty bearers at national and sub-national levels (including key actors in law making and judicial structures) to implement CEDAW, women’s rights and other commitments to advance gender equality.</li> <li>• Development of knowledge products on mainstreaming and implementing UNSCR 1325, among other WPS UNSCRs</li> <li>• Provided training, evidence-based research and knowledge products and technical support for the formulation and implementation of the Women’s Empowerment, Development and Gender Equality Plan 2013-2016.</li> <li>• Contributed to the formulation of the</li> <li>• Bangsamoro Development Plan.</li> <li>• First-ever legislation that increases sanctions on sexual harassment and other forms of sexual violence against women and girls (SVAWG) in public spaces, at the municipal level.</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity of women’s (especially grassroots) and community groups to take the ERAW work forward in partnership with municipal and other key stakeholders improved.</li> <li>• Support to women’s advocacy to establish a mechanism for transitional justice in the Bangsamoro.</li> <li>• Capacity development to women leaders towards greater and meaningful participation in the Bangsamoro transitional justice.</li> <li>• Gender in Humanitarian Actions (GiHA) Coordinator for Mindanao.</li> </ul>	<ul style="list-style-type: none"> <li>• UN Women’s Philippine’s PPO leading role in UNCT CEDAW reporting has contributed to increase the credibility of UN Women in the country.</li> <li>• UN Women Philippine PPOs seat in the Peace Pillar of the PFSD and its role in mainstreaming gender equality as a cross cutting theme in the UNDAF/ PFSD.</li> <li>• Women’s human rights and gender issues are better represented in the formulation of Philippine reports (e.g. CEDAW, Beijing+20), development plans and joint programmes (e.g. on Bangsamoro, humanitarian and recovery, damage and loss assessment recovery plans.</li> </ul>
Lao PDR	<ul style="list-style-type: none"> <li>• Supported Government reporting on CEDAW and provided feedback to the Committee.</li> <li>• Provided technical inputs to the national action plans in alignment with CEDAW and 2030 Agenda and provided assistance to the government to build the governance system to promote the agenda within the institutionalization.</li> <li>• The law on the Prevention and Combat of VAW and Children was developed by the Government of Lao PDR with contributions from multiple stakeholders through consultations in which UNW played a key role in coordinating.</li> </ul>	<ul style="list-style-type: none"> <li>• Capacitated Village Mediation Units to support women who experience violence in accessing justice.</li> <li>• Government and CSOs access to a relevant body of knowledge on gender responsive and right-based practices in ensuring decent works for marginalized women.</li> <li>• Organized technical workshops/ follow-up on CEDAW implementation, to follow up on SDG dialogues at national and regional levels, and to enhance the Laos Road Map.</li> </ul>	<ul style="list-style-type: none"> <li>• Both the UNCT and the government applied MDGs as the key framework to the Country Assessment for the new UNDAF as well as their operational activities. Also, UNCT used the Gender Score recommendations from 2015 in the entire drafting process of the new UNPF so that it includes a gender-sensitive approach and sex-disaggregated data.</li> </ul>

## FINDING 2.

**PPO interventions create regional synergies, add value to the advancement of GEEW and are primarily aligned with national priorities and the UNDAF/PAF. However, synergies are more limited between country level programmes.**

PPO interventions in Asia and the Pacific are responsive to the local contexts and are aligned with national priorities as well as the country-specific UNDAF/PAFs.

Table 5.2 below outlines where the three case study countries provided technical contributions to areas of national priority resulting in the adoption of laws, strategies or national action plans.

**TABLE 5.2**  
**Alignment between PPO areas of intervention and national priorities in three case study countries.**

Country	National Priority	UNDAF/UNPAF	UN Women Alignment
Thailand	<ul style="list-style-type: none"> <li>National Economic and Social Development Plan</li> <li>The Gender Equality Act</li> </ul>	<p>UNDAF Outcome Area 3: Democratic Governance: Capacities of claimholders and duty bearers strengthened to promote human rights, inclusivity, integrity, accountability and the rule of law in governance (EVAW)</p> <p>Outcome Area 3: Democratic Governance</p> <p>3.4 Conflict-Prevention and peace-building (WPS)</p>	WEE, WPS, EVAW
Lao PDR	<ul style="list-style-type: none"> <li>Second National Strategy for the Advancement of Women (NSAW) 2011–2015;</li> <li>National Strategy for Gender Equality (2016-2025)</li> <li>National Plan of Action on Gender Equality (2016-2020)</li> <li>Law on Combating and Preventing Violence Against Women and Children</li> </ul>	<p>UNDAF Outcome 1: By 2015, the government promotes more equitable and sustainable growth for poor people in Lao PDR (WEE).</p> <p>UNDAF OUTCOME 4: By 2015, people in Lao PDR benefit from more equitable preventive, curative and rehabilitative health and social welfare services (EVAW).</p>	WEE, EVAW
Philippines	<ul style="list-style-type: none"> <li>National Action Plan (NAP) on WPS</li> </ul>	<p>UNDAF Outcome Area 3: Democratic Governance: Capacities of claimholders and duty bearers strengthened to promote human rights, inclusivity, integrity, accountability and the rule of law in governance (EVAW).</p> <p>3.6 Women's empowerment (WEE).</p> <p>UNDAF Outcome Area 3: Democratic Governance; 3.4 Conflict-Prevention and peace-building (WPS)</p>	WEE, WPS, EVAW



As part of their work around supporting national priorities, PPO interventions contributed to advancing gender equality and empowerment of women. For example, in Thailand and the Philippines, UN Women supported the implementation of an internationally agreed Security Council Resolution (2122) on Aiming to Strengthen Women's Role in All Stages of Conflict Prevention and Resolution.<sup>31</sup> In the Maldives, UN Women reported supporting the development of the Gender Equality Law that was passed in 2016. UN Women reviewed the draft law, advocated to include a separate chapter for rural women, and supported the gathering of comprehensive and disaggregated data to advocate for decent work, enhanced livelihoods, and economic opportunities for women.

PPO interventions also contribute towards regional synergies by generating results and information that can be shared across countries through thematic areas. ROAP thematic advisors based in Bangkok provide support to PPOs and serve as a hub for policy and programming advice, and knowledge sharing on lessons learned. This hub has helped to generate synergies within thematic programming across PPOs and COs. The regional UN Women Preventing the Exploitation of Women Migrant Workers project is an example of this where programming across several PPO countries supported ASEAN mechanisms to better identify and address the unique needs of women migrant workers. Under this project, UN Women supported the ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW) to include initiatives within its 2016 – 2020 work plan that could help the committee to better understand the situation of women migrant workers in ASEAN.<sup>32</sup>

The regional CEDAW programme is another example of this. It facilitated the development of knowledge and skills on CEDAW compliance in legislative frameworks and helped PPOs bring national level stakeholders (governments and CSOs) together to better implement the CEDAW recommendations at the country level. For instance, UN Women facilitated two exchanges among CSOs in the Philippines on the drafting of proposals for a gender-responsive Bangsamoro Basic Law (BBL), which would govern the Bangsamoro Autonomous Region, including an Experts' Group Meeting in February 2014 to review the draft BBL's gender responsiveness using CEDAW as a lens.<sup>33</sup>

The Final Evaluation of the UN Women CEDAW SEAP II Programme highlighted regional synergies supported by the programme by explaining how in Thailand and Indonesia, the Gender Equality Bill discussion and advocacy was inspired by good practices in the region from the "Women's Magna Carta" developed in the Philippines.<sup>34</sup> Stakeholder interviews confirmed that these gains were still relevant today and were seen as significant contributions from UN Women.

Even though PPOs are contributing towards regional synergies, there appear to be limited synergies taking place within country-specific programming among thematic areas. PPOs are mainly reactive rather than proactive, as they lack the appropriate resources to develop comprehensive country-specific strategic plans. They also lack an official country representative that can plan long-term and lead a more cohesive and synergetic country strategy. PPOs tend to implement smaller projects than COs that often do not contain any follow-up plan or larger strategy to take results forward and to build synergies within a thematic area. They also primarily implement regional and global programming that is not necessarily designed to foster synergies with other initiatives in country. For example, the Safe Cities Programme that was implemented in the Philippines was considered by stakeholders consulted for this evaluation to be very successful at raising awareness about sexual harassment against women in public spaces and at supporting the establishment of local bi-laws banning sexual harassment. However, these results were not clearly linked to other violence against women (VAW) programming in country nor were they part of a larger plan that could leverage them to position UN Women for future VAW work in the Philippines.

### FINDING 3.

**PPOs have demonstrated flexibility in adapting their approaches to shifting local contexts, which has facilitated the achievement of results.**

Shifts in local contexts pose significant opportunities and challenges to UN agencies for effective programme implementation. UN Women PPOs have demonstrated the ability to shift their programming strategies to adapt to changes in local contexts and shifting government priorities. For instance, UN Women has invested increasingly more resources into the Indonesia PPO as opportunities to engage with ASEAN have emerged (with Jakarta hosting the ASEAN Secretariat). In the Philippines, UN Women responded to a shift in national priorities

31 Security Council Resolution 2122 (2013). Available at <https://www.un.org/press/en/2013/sc11149.doc.htm>

32 Final evaluation – Regional Project "Preventing exploitation of women migrant workers", 2018, page 37.

33 Final Evaluation of the UN Women CEDAW SEAP II Programme, 2016 page 26.

34 Final Evaluation of the UN Women CEDAW SEAP II Programme, 2016 page 19.

towards a greater commitment to combatting violent extremism by increasing its focus on WPS in the Mindanao region.

In the Philippines and the Maldives, shifting government priorities, government instability, and lack of government commitment around GEEW have presented significant challenges to the PPOs in their efforts to establish themselves and develop government stakeholder buy-in. In response to these challenges, the PPOs used an approach where they focused their programming on supporting civil society actors to demonstrate the added value that UN Women can provide to advancing gender equality. Once becoming a trusted civil society partner, UN Women then used its established profile as leverage to gain the government's interest and eventually gained the interest of government actors to collaborate with UN Women. Specifically, this approach was used with UN Women's WPS work in the Mindanao region in the Philippines where the PPO supported a mapping exercise to identify current grassroots women political leaders and then supported their capacity development to help them to become more engaged in WPS. Once UN Women had made a name for itself in Mindanao, it expanded its work to include government actors within its WPS programming.

#### FINDING 4

**PPOs have made significant contributions to advancing norms and standards at national level in alignment with CEDAW and other international agreements. However, the ability of UN Women to follow through and support the implementation of these gains through operational work is unclear to partners.**

Stakeholders in all PPO countries testify to UN Women's strong technical support in assisting government actors to report on CEDAW progress and to develop national GEEW policies, frameworks and action plans in alignment with CEDAW. In Lao PDR, stakeholders noted that UN Women contributed significantly to facilitate the drafting, validating, and passing of a comprehensive Prevention and Combat Violence against Women and Children Law.<sup>35</sup>

Due to limited financial and human resources allocated to and generated by PPOs, offices were unable to provide significant support to assist government actors with the implementation of these normative gains. The Final Evaluation of the CEDAW South East Asia Programme Phase II notes that "UN Women has added to the knowledge base with publications and materials that

35 Final Evaluation of the CEDAW South East Asia Programme Phase II and KIIs with stakeholders in Lao PDR

have been translated and disseminated to country-level partners to assist in reviewing and implementing CEDAW-compliant legislation". However, the report also explains that stakeholders "did note the considerable amount of work that was still required in order to realise gender equality goals in the programme countries, both in terms of the quality & quantity of knowledge required, and in terms of reaching other stakeholders in the legal and judicial sectors".<sup>36</sup> To respond in part to this remaining work, a UN Women project on Access to Justice has been designed subsequently. This evaluation concurs with the CEDAW evaluation findings and found through stakeholder consultations that supporting implementation of normative gains remains an ongoing challenge. This is a recurrent challenge identified in evaluations of CO efforts as well as PPOs due to the short-term nature of donor funding cycles. However, PPOs particularly lack the human resource and financial stability needed to plan long-term, which negatively affected their ability to provide a clear message to stakeholders about how they could build upon results and strengthen government processes and systems to support the implementation of policies and legislation.

#### FINDING 5

**While PPOs are making contributions to enhance UN coordination around GEEW in all countries, their ability to engage effectively with other UN agencies is hindered by a lack of clarity within UN Women around the decision-making power of programme presence personnel in country (and time involved to take decisions).**

PPOs are effectively using in-country presence to support gender mainstreaming within the UN Country Team (UNCT) and are supporting efforts to coordinate GEEW within the UN system at country level. Most PPOs participate in the Gender Theme Groups (GTGs) and some play influential roles in implementing the UNDAF/PAF or Partnership Framework for Sustainable Development (PFSD).<sup>37</sup> While UN Women also leads the UNDAF Outcome 3 on Gender Equality and Child Protection in Bhutan and

36 Final Evaluation of the CEDAW South East Asia Programme Phase II, page 3.

37 Page 55 of the Corporate Evaluation of UN Women's Contribution to UN System Coordination on Gender Equality and the Empowerment of Women explains that "In the area of WPS, UN Women's positioning in relation to its coordination mandate has been facilitated by the strong gender, peace and security architecture in the United Nations that is accountable to the UN Security Council. UN Women has had a well-defined and legitimate role within this global architecture, due in part to the role that its predecessor,

co-chairs Pillar 2 of the UNSDF on the Strengthening Institutions in Sri Lanka.

Contributions made by UN Women around coordination have helped strengthen the integration of gender equality into the UN system in several ways, including by positioning gender equality on the UN agenda, providing technical support to UN agencies to help mainstream gender throughout their work, and monitoring progress in

advancing gender equality. For instance, through its work with the UNCTs, UN Women provides technical support to other UN agencies to ensure that gender is integrated in UNDAF at planning, mid-term review and evaluation stages. UN Women also coordinates the monitoring of UN system milestones related to GEEW, including gender mainstreaming performance standards such as the UNCT Gender SWAP Scorecard.<sup>38</sup>

**TABLE 5.3**  
**UN Women’s Contributions Towards UN system Coordination on GEEW in PP Countries**

Country	UNCT	Gender Theme Groups
<b>Bhutan</b>	The Bhutan PPO serves on the UNCT and led the UNDAF Outcome 3 on GE and child protection from 2014 -2016.	
<b>China</b>		In 2018, UNW chaired the UN Gender Theme Group.
<b>Indonesia</b>	Indonesia PPO is a member and actively participates at the UNCT.  UN Women Indonesia also became part of the HCT in January 2018.	UN Women Indonesia co-chaired (with UNFPA) the UN Gender Theme Group from 2016 – present.
<b>Maldives</b>	Sits on the UNCT	
<b>Lao PDR</b>	Lao PDR was selected to prepare the UNCT CEDAW report for 2018 and UN Women has led the entire process.	The Gender Theme Group (GTG) sub-group has been set up within the Result Groups 7 and 8 on Governance, Institution Building and Access to Justice. UN Women has agreed to take up the role as facilitator every two years.
<b>Myanmar</b>	UN Women was endorsed as a member of the Humanitarian Country Team and recognized as a technical lead on gender equality and empowerment of women and girls (GEEWG) in humanitarian action in Myanmar to promote HCT accountability to the IASC GEEWG policy	UN Women Myanmar co-chairs the UN Gender Theme Group
<b>Philippines</b>	Philippines PPO is a member and actively participates with the UNCT.  UN Women has a permanent seat in the peace pillar of the PFSD.	
<b>Thailand</b>	UN Women co-leads the UNCT Peace and Governance Results Group together with UNDP	In 2018, UNW Thailand chaired the Gender Theme Group that serves as an advisory group to the UNCT on gender issues in support of the implementation of the UNPAF.
<b>Sri Lanka</b>	UN Women SLO sits on the UNCT and led the UNCT Confidential Report on CEDAW Implementation in Sri Lanka in 2016.	Sri Lanka UNW Office has been working on mainstreaming gender in all initiatives through the UNSDF Gender Theme Group.

<sup>38</sup> UNIFEM, played in establishing key coordination mechanisms and frameworks for WPS.

The Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women noted that “a supportive RC is key to ensure UN Women’s presence in the UNCT and to maximize UN Women’s influence in the UNCT.”<sup>39</sup> It also noted that in countries with limited human and financial resources, interpersonal relations and individual’s (head of other agencies) interest for the gender issues are the main drivers of gender mainstreaming and programming.”<sup>40</sup>

The Corporate Evaluation on Coordination also highlighted that “the main internal factors that affect UN Women’s ability to influence UNCTs include: (a) the leadership of UN Women, including ability to generate momentum around key gender equality issues of relevance to the national context; (b) the availability of sufficient and predictable financial and human resources to be able to follow through on commitments made in the context of the UNCT; and (c) the capacity of UN Women to communicate and advocate within and beyond the UN system to keep GEEW questions on everyone’s agenda.”<sup>41</sup>

This evaluation concurs with these findings as still true in this region, as although UN Women in Asia and the Pacific is heavily engaged in UN coordination work within PP countries, some offices face challenges around gaining the necessary credibility among UN partners and government actors necessary to maximize effectiveness. This stems largely from a perception among stakeholders that programme presence personnel are not empowered to make decisions on behalf of and represent UN Women in country. This perception is partly true as programme presence staff are not officially empowered to represent the organization in country due to the absence of an official Head of Office. For instance, although the country coordinator of UN Women in Lao PDR is invited to UNCT meetings, the coordinator is not officially recognized by the UNCT due to a lack of clarity around the representational and decision authority mandated to the individual by UN Women. This lack of formal recognition means that UN Women may miss out on key decision-making meetings, is less privy to information that may be of strategic benefit and is sometimes overlooked when planning strategic UN events.

While official country representation is a requirement to be officially recognized by the UNCT in any country, in some countries, UN partners are willing to overlook this in order to benefit from UN Women’s engagement. This was reportedly the case, for instance, in Bhutan where the UN Women coordinator was fully engaged in UNCT activities and decisions. Having an international UN Women staff member as the PPO’s representative in UNCT meetings has also been a useful coping mechanism to increase the perception of authority, as was the case in the Philippines. The degree to which UN Women can engage in strategic discussions and negotiations with government officials also varies from country to country with some governments more open to negotiating with heads of office or country coordinators that have not been officially appointed to represent the organization than others.

The biggest challenge that PPOs face in terms of gaining credibility from UN and government partners stems from ambiguity on the part of UN Women Senior Management around the extent to which PPO staff can officially represent UN Women and make decisions on the behalf of the agency. All Country Offices have a Country Representative position, which is filled by an international staff member who holds the authority to represent the agency and make decisions on its behalf. However, without an official Country Representative and the mandate, PPO staff lack this official decision-making authority and are not empowered by UN Women to officially represent UN Women in country. PPO staff ends up de facto representing UN Women in country, but the lack of clarity around the extent of their official decision-making capacity reduces their ability to gain necessary credibility among UN and government partners. The lack of real and perceived authority hinders the PPO’s ability to build strategic partnerships, mobilize resources, and effectively plan strategically. In most PPO countries, UN and government partners are willing to work with a UN Women national staff representative as opposed to an international representative but only if the representative has the authority and is empowered by the organisation it represents to engage in a meaningful way in decision making and contribute to collaborative processes.

This finding is in alignment with findings from the UN Women Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women that mentions that “at the field level, the perception of lack of operational capacity affects UN Women’s credibility in terms of its UN coordination role. This is particularly the case in programme presence countries.” Additionally, it states that “UN culture that pays more attention to status (position level) than to

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39 The Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women, page 171

40 The Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women, page 171

41 The Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women, page 62



content/skills, which has also limited UN Women’s ability to influence the UNCT in some contexts”.<sup>42</sup>

Other constraints that this evaluation found to exist within the Asia and the Pacific region that affect UN Women’s coordination role are in alignment with the Corporate Evaluation on Coordination, including: a) insufficient time to dedicate to UN system coordination when having to balance the demands of programming versus coordination; b) evolving organizational demands (such as the RMS system) associated with the need for better evidence and accountability for results; c) lack of human resources or the necessary expertise in certain contexts; d) lack of flexible funding to support coordination efforts of the UN system at field level; e) insufficient guidance and strategic direction provided by UN Women with regard to priorities for the UN system around GEEW coordination, or guidance that is not useful to the field; and f) competing interests and stakes from other UN actors.<sup>43</sup>

## FINDING 6.

**PPOs are making contributions to advancing GEEW in alignment with UN Women and UNDAF outcomes across thematic areas, particularly WPS, WEE, and EVAW. While UN Women made progress in its coordination and operational areas, the most notable contributions towards outcome level results were seen through its normative work.**

PPOs have made important contributions towards WPS, WEE, and EVAW results throughout the SN period across UN Women’s triple mandate. While UN Women made progress in its coordination and operational areas, the most notable contributions towards the outcome level results were seen through its normative work.

As table 5.4 below indicates, UN Women achieved considerable outcome-level results in its normative work in the area of WPS. For instance, UN Women in Indonesia supported the development and adoption of the National Action Plan (NAP) on Women Peace and Security and supported consultations among government entities, with civil society and with representatives from the different provinces. In Myanmar, UN Women provided technical

assistance to mainstreaming women’s priorities in peace into the operationalization of the National Strategic Plan for the Advancement of Women 2012-22. UN Women’s WPS work in the Philippines focused on promoting a Gender-Sensitive Transitional Justice Agenda by advocating for the establishment of the National Transitional Justice and Reconciliation Commission on the Bangsamoro. In Sri Lanka, the PPO participated in the launch of UN Women’s new Enhancing Access to Justice initiative, a five-year program designed to bridge the gap between formal and informal justice systems through women’s empowerment and supported the implementation of the Reconciliation and Recovery agenda led by the RC office and aligned to the SG’s Peace Building Fund. In Thailand, the National Measures and Guidelines on Women, Peace and Security was approved and adopted by the Royal Thai Government with UN Women support. Also, the Gender Equality Law to which UN Women contributed with technical support was adopted in 2015.

Successes in advancing UN Women’s normative work were also seen in the areas of WEE and EVAW. For instance, UN Women advocacy contributed to the passing of the Budget Law in Lao PDR that includes an element of gender-responsive budgeting to support women’s economic activities. Additionally, UN Women played a key role in coordinating contributions from multiple stakeholders to the development of the law on the Prevention and Combat of VAW and Children in Lao PDR. In Myanmar, UN Women advocated to ensure that Parliamentarians supported a CEDAW compliant EVAW law. In the Philippines, UN Women supported the development of first-ever legislation that increases sanctions on sexual harassment and other forms of sexual violence against women and girls (SVAWG) in public spaces. In Indonesia the office contributed significantly to a national strategy on gender responsive planning and budgeting.

Operational programming across the three thematic areas remained largely at the output level and focused heavily on research and data collection (ex: the UN Women study on safety of women in three areas of Jakarta, Indonesia); capacity development (ex: training of trainers for a strategic cohort of 20 civilian ceasefire monitors on gender equality and women’s rights in Myanmar); and the convening of civil society and government actors (ex: facilitating a dialogue with 45 leading women from communities on addressing EVAW in the Maldives). As further explained in findings 2, 5 and 8, PPOs face challenges in achieving outcome-level results in coordination and operational programming due to a lack of clarity around staff decision-making authority at the country level (finding 5) and missing mechanisms to engage in strategic planning (finding 8), which limits the PPO’s ability to build on results and achieve synergies between activities within a thematic area (finding 2).

42 Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women, page 99. The evaluation further states that “the absence of full delegation of authority (in programme presence countries) or delays in receiving that delegation of authority have limited UN Women’s ability to fully engage with the UNCT”.

43 Corporate Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women, page 99.

Operational programming is very time consuming for PPOs and places a great deal of stress and pressure on the UN Women PPO staff, who are working with a much more limited budget and operational support than COs (see finding 7 for more information). However, all PPOs have engaged to some extent in Joint Programming during the SN period, which has often demonstrated to be a manageable approach for offices, as they can share the responsibilities of programme implementation with another UN entity and build off each others' networks and skillsets. For example, when UN Women partnered with the ILO to implement the programme Preventing the Exploitation of Women Migrant Workers in ASEAN across numerous PP countries, UN Women was able to access the ILO's stakeholder network to provide capacity development support around gender mainstreaming to

actors that it would otherwise not necessarily be able to reach.<sup>44</sup> Another example reported by UN Women was through a joint initiative with UNDP in the Maldives to provide technical and financial support to the Women's Development Committee of Laamu Atoll Fonadhoo Island in 2017, where results may not have been possible without this partnership. The Committee established a model farm showcasing the innovative method of autopot farming to women, which has reportedly been adopted as a less time consuming and more sustainable model of farming. As a result of joining forces between UN Women and UNDP, UN Women Maldives reported that women rights holders are now effectively using the model and that it will now be scaled-up and expanded across the country.

**TABLE 5.4.** Contributions towards WPS, WEE, and EAW by PPOs during the SN Period<sup>45, 46</sup>

Country	WPS	WEE	EAW
China		<p>UN Women outreached to over 2,000 representatives from private and public stakeholders through online and offline events, including organizing 3 annual Gender &amp; Corporate Social Responsibility Conferences in different areas of China. So far, 38 companies have signed the Weprinciples CEO Statement.</p> <p>21 companies and organizations, and 3 textile and apparel factories have integrated gender equality into their corporate policies or regulations; One trade commission, Shenzhen Horologe Industry Association, integrated gender equality into their association policy, by setting up a Female Entrepreneur Committee to empower women entrepreneurs inside the association.</p>	<p>EAW work has focused on building the capacities of government and NGO actors to address EAW and provide needed services. The PPO introduced three county-level multi-sector domestic violence prevention and response mechanisms; developed multi-sector service referral and provision mechanisms; strengthened the capacity of women's federations, court systems, police forces, hospitals and stakeholders from other sectors to provide victim-centered services, facilitated inter-agency service referrals, and supported the implementation of the DV law at local levels</p>

44 Final UN Women Evaluation Report on the Project Preventing the Exploitation of Women Migrant Workers in ASEAN.

45 Information drawn from case study visits, virtual KIIs, and PPO annual reports.

46 This table presents results from the three areas where PPOs are most active: WPS, WEE, and EAW. PPOs were also engaged in work beyond these areas.

Country	WPS	WEE	EVAW
Indonesia	UNW supported the process towards the development and adoption of the National Action Plan (NAP) on Women Peace and Security which marks the highest level of commitment of the government towards ensuring protection and fulfilment of women's rights in post conflict and peace building as well as deeper awareness of conflict prevention. UN Women's support and input to the MOWECP – and the strengthened leadership of the Ministry in advocacy – resulted in the other related ministries to integrate NAP into their annual planning and budgeting, i.e. 16 Ministries, 2 State Institutions, and 2 Government Institutions now have added NAP to their agenda	UN Women engaged with the private sector and initiated a study together with the Indonesian Business Coalition on Women's Empowerment and the Indonesian Global Compact on the implementation of the WEPs in the private sector.	UN Women's advocacy for adequate resources for VAW survivors resulted in the Ministry of Women's Empowerment and Child Protection review of the Minimum Standard of Services for women and children survivors of violence, including to study cost of essential services for women and children survivors of violence. Data on safety of women in three areas of Jakarta has been made available through a scoping study conducted as part of UN Women's Safe Cities project in Indonesia through which recommendations were provided to help stakeholders design programs and interventions to make cities safer for women and girls
Lao PDR		Government and CSOs achieved greater access to a relevant body of knowledge on gender responsive and right-based practices in ensuring decent works for marginalized women. Also, The Budget Law that includes an element of gender-responsive budgeting has been passed as a result of UN Women's advocacy.	The law on the Prevention and Combat of VAW and Children was developed by the Government of Lao PDR with contributions from multiple stakeholders through consultations in which UNW played a key role in coordinating. In addition, UN Women facilitated improved access to justice through Village Mediation Units that support women who experience violence in accessing justice.
Maldives		Supported the development of the Gender Equality Law that was passed in 2016. UNW reviewed the draft law and lobbied to include a separate chapter for rural women. UN Women supported the gathering of comprehensive and disaggregated data to advocate for decent work, enhanced livelihoods, and economic opportunities for women. The agency also provided technical and financial support to the Women's Development Committee of Laamu Atoll Fonadhoo Island in 2017 to establish a model farm showcasing the innovative method of autopot farming to women, which can be adopted as a less time consuming and more sustainable model of farming. This was done in collaboration with UNDP. Women rights holders are now effectively using the model and it will be scaled-up and expanded across the country.	Advocacy on EVAW included a number of school-based and social media advocacy campaigns aimed at sensitizing the general public to EVAW and instilling a message of zero tolerance to VAW. UN Women also partnered with civil society actors to facilitate a dialogue in 2017 with 45 leading women from communities on addressing EVAW in the country.

Country	WPS	WEE	EVAW
Myanmar	PPO work is mainly output-focused: Training of trainers was conducted for a strategic cohort of 20 civilian ceasefire monitors on gender equality and women's rights; Support Multi-stakeholder workshops and provide technical assistance to mainstreaming women's priorities in peace into the operationalization of the National Strategic Plan for the Advancement of Women 2012-22; Women's groups, networks and CSOs were trained on life skills, leadership and advocacy to engage in gender responsive policies and programmes in Rakhine.		Advocating work to ensure that Parliamentarians support a CEDAW compliant EVAW law; Multi stakeholder workshops for related government ministries and civil society that double up as capacity building workshops and consultations to develop guidelines to cost EVAW services; Support women migrant workers or members of their support groups to participate in regional dialogue on empowering women migrant workers.
Philippines	Several women who participated in the Community of Practice Symposium on Promoting a Gender-Sensitive Transitional Justice Agenda advocated for the immediate establishment of the National Transitional Justice and Reconciliation Commission on the Bangsamoro, participation of Bangsamoro women in the said commission and implementation of the Transitional Justice and Reconciliation Commission report recommendations. Also, increased skills and knowledge on CEDAW compliance in development and monitoring new and revised legislative frameworks.		First-ever legislation that increases sanctions on sexual harassment and other forms of sexual violence against women and girls (SVAWG) in public spaces. Also, Capacity of women's (especially grassroots) and community groups to take the work forward in partnership with municipal and other key stakeholders improved.
Sri Lanka	Sri Lanka participated in the launch of UN Women's new Enhancing Access to Justice initiative, a five-year program designed to bridge the gap between formal and informal justice systems through women's empowerment. SLO also supported the development of the Peacebuilding Priority Plan, developed by the Government of Sri Lanka and supported by the United Nations.	SLO continued to build upon existing capacity building pilot programmes for female entrepreneurs and local government officials currently operating within the districts of Puttalam and Matara supporting agro-food processing and textiles/ garment producers.	UN Women supported advocacy and awareness campaigns on a number of different platforms, notably the National Forum Against Gender-Based Violence
Thailand	The National Measures and Guidelines on Women, Peace and Security was approved and adopted by the Royal Thai Government. Also, the Gender Equality Law to which UN Women contributed with technical support was adopted in 2015.		National and local authorities are better equipped to provide higher quality of and access to essential services. Also, through the knowledge products being generated, there is enhanced understanding about how violent extremist groups manipulate gender norms, the role of women in violent extremism and PVE.



## FINDING 7:

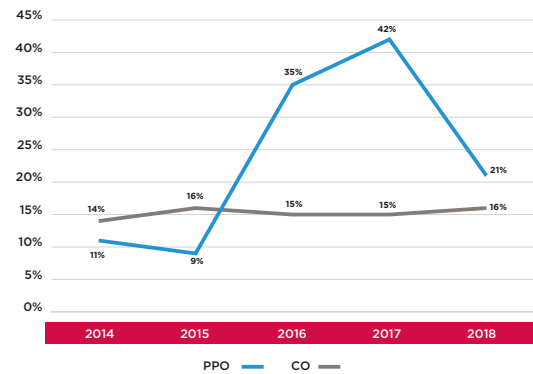
During the Strategic Note period, PPOs were operating with over 10 times less budget than COs (if you treat the transitioning offices as COs), and during the period of the SN were reliant on unpredictable core funds and an unstable workforce. Even so, PPOs have managed to maintain similar delivery rates as COs with the support of the ROAP.

During the Strategic Note period, PPOs operated with an average of 303,050 US dollars (Core: 97,874 \$; Non-core: 188,754 \$) compared to COs that were operating with 3,463,367 US dollars, (Core: 543,232 \$; Non-core: 2,201,530 \$). If we treat PPO transitioning offices as COs,<sup>47</sup> this means that PPOs were operating with a budget more than 11 times smaller than that of COs. Additionally, PPOs experienced a higher degree of unpredictable core funds and unstable workforce. During the SN period, PPO core funding averaged from 9% to 42% of the total PPO budget, reflecting a high degree of instability (see figure 5.1 below for a visual breakdown). The average number of PPO staff also varied greatly across offices with only one staff member each in Bhutan and the Maldives to 19 staff members in Myanmar, which has been transitioning to CO status. There is also a high degree of staff turnover within PPO offices. As can be seen from the pie chart below in figure 5.2, over half of the workforce of PPOs is on service contracts with less than a quarter on fixed term appointments. The service contract (SC) is a modality for hiring individuals under a non-staff contract and should be limited to services for a specific project only. This means that in many cases the short-term duration of contracts has led to high turnover, which requires constant rebuilding of relationships with partners.

While PPOs are operating with substantially fewer funds and workforce, it is interesting to note that they maintain a similar delivery rate to that of COs (see figure 5.3 below for a detailed breakdown). In fact, in 2017, they had, on average, an even higher delivery rate than COs. In UN Women, delivery rate has been used as a proxy for performance, even though it is important to note that not all elements of performance can be captured through this figure. What the delivery rate suggests is that even if PPOs are receiving fewer and less stable resources, they have still managed to deliver planned programming at the same rate as country offices, which is an important accomplishment which was achieved with the support of the ROAP. This accomplishment is not always clearly reflected or appreciated within UN Women as PPOs often struggle to comply with core UN Women processes due to funding and workforce constraints, which can lead to impressions that PPOs are less capable and compliant, which in turn makes them less likely to receive funding (see finding 9 for more information).

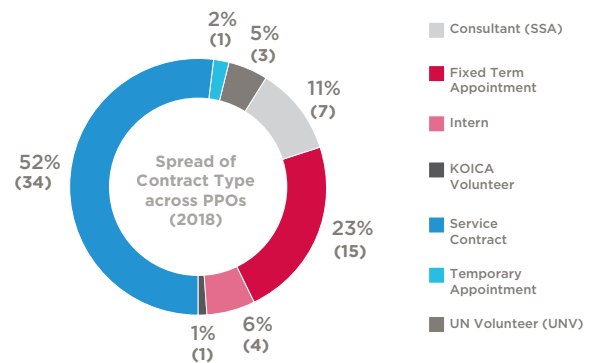
47 Transitioning offices include Myanmar, Indonesia, and China.

**FIGURE 5.1**  
Core as a percentage of total budget for PPOs and COs during the SN period<sup>48</sup>

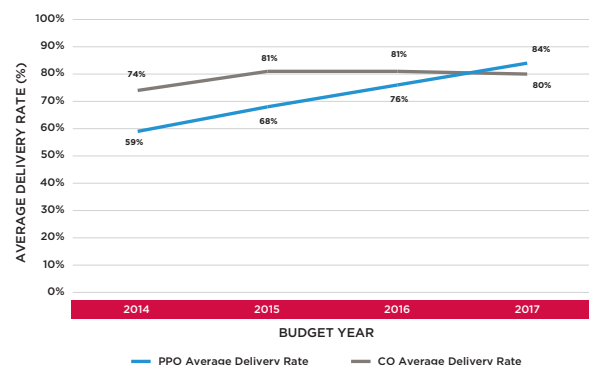


Data source: UN Women – Asia Pacific Regional Office Delivery by Country

**FIGURE 5.2**  
Contracts across PPOs per Type (2018)<sup>49</sup>



**FIGURE 5.3**  
Delivery rate of PPOs versus COs during the SN period



Data source: UN Women – Asia Pacific Regional Office Delivery Report

48 It should be noted that funds were sometimes drawn from one envelope to cover costs in another. For instance, in Indonesia, the PPO had to use core resources for OM and FA, which should come from the IB budget.

49 based on information available at the point of data collection (October 2018)

## FINDING 8:

**While several PPOs have become increasingly more focused by working within a smaller number of thematic areas, they lack the resources and mandate to plan strategically over the medium to long-term, resulting in potential loss of credibility.**

During the SN period, several PPOs have made efforts to improve their strategic focus in country by doing more targeted work in a smaller number of thematic areas. For instance, the Maldives moved from a focus on three thematic areas to two while Bhutan moved from four to two. This is in line with recent efforts within UN Women to focus on a smaller and more targeted number of programming areas. This increase in strategic focus facilitates the offices to make a larger contribution in those areas where it is concentrated rather than scattered outputs across thematic areas. At the same time, some PPOs continue to work across many thematic areas, which is unrealistic for the capacity of the office. For instance, both Thailand and Myanmar conduct programming in five thematic areas. This lack of focus and prioritization has contributed to challenges facing the offices to achieve outcome level results.

Another important factor contributing to challenges in attaining outcomes stems from the fact that PPOs lack the necessary resources and mandate to plan strategically and build upon established results. As described in the Corporate Evaluation of the Regional Architecture of UN Women, PPOs were established primarily as project implementation bodies and lack a clear mandate to engage in activities outside of this operational scope. Additionally, due to lack of resources and strategic planning mandate, strategic planning for PPOs is not conducted in country and is done primarily at the regional level. While strategic planning for COs is led by the official country representative, PPOs lack an official country representative and the head of office currently doesn't have the mandate to strategically plan and position UN Women over the longer term in the country.<sup>50</sup> Such a head of office also requires contract stability that would allow

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50 Some PPOs have an international OIC (such as the Philippines and China), which has helped the offices to better engage with other UN agencies and has provided UN Women with additional perceived credibility to take in country decisions. However, even international OICs do not have a clear mandate from UNW to represent the agency or the necessary resources (i.e. contract stability, sufficient time, strategic planning resources, etc.) to effectively plan strategically and position UN Women over the longer term in country.

for multi-year planning that would facilitate medium to long-term strategic engagement with partners. A head of office also requires the time and technical capacity to conduct strategic planning exercises, execute needs assessments and situational analyses, and search for resource mobilization opportunities. Without the capacity to plan strategically, UN Women's PPOs are limited in their ability to build on results and reach outcome level change. The achievement of outcomes is important for building the agency's credibility and for developing strategic partnerships that can accelerate the achievement of GEEW.

## FINDING 9:

**Results obtained, and progress made by PPOs are under-reported and lack evaluative evidence, which can lead to misperceptions about the value-added of PPOs to UN Women's regional and global work.**

Results achieved by PPOs are insufficiently captured within UN Women's Results Management System (RMS). Narrative reports lack explanatory detail on results achieved<sup>51</sup> and PPOs do not report directly against their development results frameworks (DRFs). Most operational programming is done through regional or global programmes that are primarily aligned to project-specific indicators and that do not necessarily feed neatly into DRF targets. The Regional and MCO annual reports cover several countries in addition to regional/subregional level work, and are thus not able to comprehensively report on the PPOs results. Under-reporting is also due to a lack of time and technical expertise available within PPOs for reporting. PPO personnel are consistently overstretched and are required to focus their limited time and resources on implementing projects and supporting partners.

To add to challenges around capturing results, few evaluations have been commissioned with a direct focus on the 9 PPOs during the SN period. Only 3 evaluations focused specifically on the work of a PPO, one in Sri Lanka and 2 in China while others included aspects of PPO work as part of regional or global evaluations (see Table 5.4 below). This present evaluation is the first to look at the overall portfolio of the PPOs in the region.

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51 The narrative sections of the annual reports do not capture all PPO initiatives or adequately explain how UNW's outputs have contributed towards outcomes.

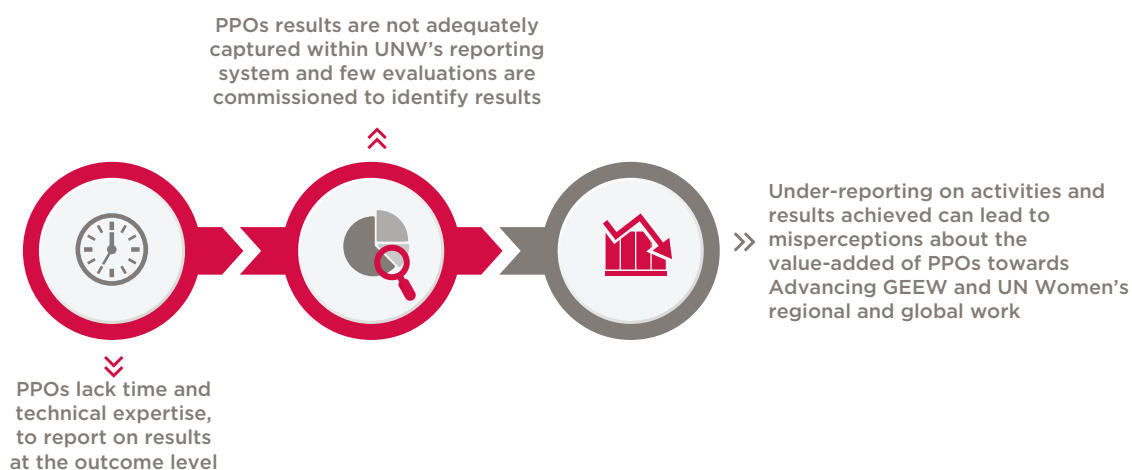
**TABLE 5.5**  
**Evaluations that have included PPOs in Asia and the Pacific**

Evaluation title	PPOs covered	Year completed
Final evaluation – Regional Project “Preventing exploitation of women migrant workers”	LAO PDR THAILAND	2018
End line evaluation of RNE supported project “Promoting Women’s Political Participation in Sri Lanka”	Sri Lanka	2017
Final Evaluation of the 2nd Phase ERAW Programme: Promote Efforts for National Legislation on Domestic Violence and Upscale the Multi-sector Model in China,	CHINA	2017
MID-TERM EVALUATION OF THE CHINA GENDER FUND	CHINA	2016
Final evaluation of SDC funded part of Regional Programme on Empowering Women Migrant Workers in Asia (Phase III EWMWA 2012-2015)	INDONESIA PHILIPPINES THAILAND	2016
Final Evaluation of Regional Programme on Improving Women’s Human Rights in South East Asia – CEDAW SEAP	INDONESIA LAO PDR THAILAND	2016
Endline Evaluation Report Leveraging Technical Tools, Evidence and Community Engagement to Advance the Implementation of Laws and Provision of Services to Women Experiencing Violence in South-East Asia	INDONESIA LAO PDR THAILAND	2016
Corporate Evaluation UN Women contribution to the United Nations system coordination	Myanmar	2016

The lack of data available to demonstrate contributions made by PPOs to results can give the impression that PPOs are under-achieving and not contributing sufficiently towards UN Women’s work and organizational growth.

Figure 5.4 explains how lack of time and expertise within PPOs leads to under-reporting on results, which can lead to misperceptions about the value added of PPOs towards advancing gender equality and UN Women’s mandate.

**FIGURE 5.4**  
**Potential effects of lack of outcome level reporting by PPOs**



## FINDING 10:

**PPOs are engaged with a diverse set of traditional and non-traditional partners (including the private sector), but due to various factors, in several cases partners were forced to look to others to carry work forward or upscale.**

PPOs have engaged with a wide set of partners including traditional alliances with civil society and government actors as well as non-traditional partners, such as the private sector. Some of these partners include the Ali Baba Group in China, Thai Air in Thailand, and the largest

education provider in the Maldives. See table 5.6 for a sampling of partners engaged by PPO case study countries.

While the establishment of these partnerships is indeed commendable and opens new opportunities for UN Women, there have also been some missed opportunities to engage with partners to scale-up successful PPO initiatives. For instance, the Safe Cities initiative led by the UN Women PPO in the Philippines was perceived as successful by stakeholders and the Government of Canada will be providing funds to another partner to support the scale-up of this work without the participation of

**TABLE 5.6**  
**Sample of partners engaged by PPO case study countries in Asia Pacific**

Country	Type of Partners	Sample of Specific Partners
Thailand	CSOs	<ul style="list-style-type: none"> <li>• Foundation for Women</li> <li>• The Teeranat Kanjanaksorn Foundation</li> <li>• The Raks Thai Foundation</li> <li>• Mahidol University</li> <li>• Gender Development Research Institute (GDRI)</li> <li>• Friends of Women Foundation,</li> <li>• The Foundation for Women</li> <li>• The Women and Men Progressive Network Foundation</li> <li>• Hilal-Ahmar Foundation</li> </ul>
	Government Ministries	<ul style="list-style-type: none"> <li>• Ministry of Social Development and Human Security</li> <li>• King Prajadhipok Institute</li> <li>• Thailand Institute of Justice</li> </ul>
Philippines	CSOs	<ul style="list-style-type: none"> <li>• DAMPA</li> <li>• PINASAMA</li> </ul>
	UN Organisations	<ul style="list-style-type: none"> <li>• UNDP</li> </ul>
	Government Ministries	<ul style="list-style-type: none"> <li>• National Government</li> <li>• Philippines Commission on Women</li> <li>• Municipality of Quezon City</li> <li>• Regional Commission on Bangsamoro Women</li> <li>• National Economic and Development Authority (NEDA)</li> <li>• The Transitional Justice and Reconciliation Commission (TJRC)</li> </ul>
Lao PDR	UN Organisations	<ul style="list-style-type: none"> <li>• UNDP</li> <li>• UNFPA</li> <li>• UNODC</li> </ul>
	Government Ministries	<ul style="list-style-type: none"> <li>• Ministry of Labor and Social Work</li> <li>• Ministry of Public Security</li> <li>• Ministry of justice</li> <li>• Ministry of Education</li> <li>• Supreme Court</li> <li>• Prosecutor's Office</li> <li>• National Assembly</li> <li>• Lao Women's Union</li> <li>• National Commission for the Advancement of Women</li> </ul>



UN Women. Another example of a donor who decided to scale-up an initiative without UN Women’s involvement is in Lao PDR where the Australian Government subsequently engaged directly with an INGO (CARE) without UN Women’s engagement, to scale-up a UN Women / CARE led community dialogue initiative. While any form of scale-up is an accomplishment for UN Women, these examples raise some concerns around why UN Women was not involved in the scale-up of these successful initiatives.

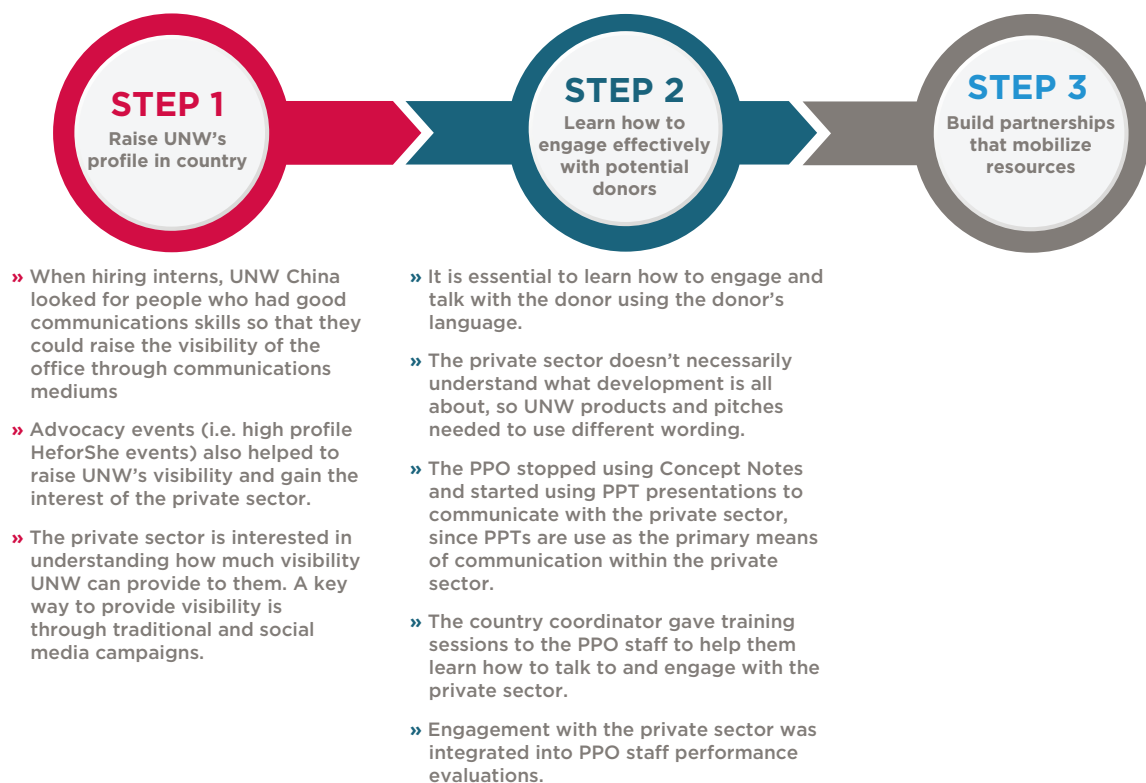
PPO personnel were encouraged by the ROAP to look for additional funding to sustain programming, but the requirement to raise funds and how resource mobilization may impact the office status has not yet been clearly defined by UN Women Senior Management. Therefore, expectations around the extent to which PPOs are expected to mobilize resources are unclear; likewise, there was a lack of clarity on criteria for upgrading to a CO.

During the period under the evaluation review, most PPOs did not mobilize additional resources to support their initiatives on their own, with the exception of China, even though many PPO personnel identified both the need and some potential opportunities to mobilize additional resources within their country of operation. For instance, the Maldives PPO identified international actors in the tourism sector who may be interested in supporting gender equality initiatives to augment their social responsibility and improve their corporate image,

**FINDING 11:**

**Overall, UN Women PPOs struggled during the SN period to mobilize resources and to take advantage of emerging funding opportunities. Limited flexibility around UN Women office typology may have contributed to some missed funding prospects.**

**FIGURE 5.5**  
**Lessons from China on private sector engagement**



but did not move forward on mobilizing these resources. In Bhutan, UN Women has not been able to mobilize resources from the country's ODA donors, since they were already working with the Government and CSOs on other gender programmes; there may be opportunities to mobilize resources from these donors in the future.<sup>52</sup>

As mentioned, the China PPO was particularly successful during the SN period at mobilizing resources from the private sector for its "China Gender Fund". For instance, interview data indicated that the China PPO engaged with both the Ford Foundation, the Chanel Foundation, as well as several smaller Chinese private companies. During the SN period, the China office grew from 4 to 14 staff members. The text box below outlines the strategies used by the China office to mobilize domestic resources.

Even though the China PPO was successful at mobilizing resources within the private sector, it missed some opportunities to mobilize funding offered by the Chinese Government. In 2017, the Government of China announced that it would be providing significant financial support for development initiatives outside of China within Asia and the Pacific, effectively becoming a regional donor. Other UN agencies that were more established in China quickly took advantage of this opportunity and secured funding for their priorities within Asia and the Pacific. However, UN Women was less responsive in advocating for resource allocation and is only now considering upgrading the PPO status to a full country office status in part to take advantage of these opportunities. This highlights the importance of UN Women's typology in Asia and the Pacific to include some mechanisms for flexibility in order to take advantage of emerging opportunities like those presented in China that could not only benefit the office but UN Women's programming within the region and beyond.

Over the past couple of years, UN Women ROAP has started investing more in developing a regional resource mobilization strategy and by providing more extensive support to UN Women staff to build their capacity to identify and mobilize potential resources. The hiring of a full-time partnerships and resource mobilization expert at the ROAP who commenced work in February 2018 has been a step in the right direction – however, it is only one person to support the entire region and country office demands. PPO personnel require more capacity development support to learn how to identify resource mobilization strategies and how to effectively engage with potential funders using an approach that is tailored and suitable to each kind of donor. PPO personnel also require time and contract

stability to investigate resource mobilization opportunities and to engage with potential funders. This is also linked with the need for a head of office that can represent UN Women in these discussions with a strategic vision for the work within country.

## FINDING 12:

**The ROAP dedicates significant time and resources to provide needed and highly valued technical, administrative and operational support to PPOs, including finding creative ways to support the continuation of programming when there were limited funds available. However, the support could better facilitate the strategic potential of small presence offices within the wider regional programming context.**

PPOs do not have delegation of authority, meaning they lack the administrative authority to execute programming as independently as country offices, or the full range of technical thematic expertise as CO's. In consequence, during the SN period, PPOs relied heavily on the ROAP for both thematic and administrative support. In fact, ROAP staff interviewed as part of the PPP evaluation<sup>53</sup> estimate that they spend between 20 and 60 percent of their time providing thematic and operational support to PPOs.<sup>54</sup> In the 2018 UN Women Staff Survey for the Asia and the Pacific Region, nearly 73 per cent of PPO staff mentioned that they interact with the RO at least once a week. Interaction is greatest around policy and/or programming issues and finance/administration.

The staff survey also indicates that over 70 percent of PPO staff in the region believes that the ROAP is a valuable partner for their office. In terms of thematic support, the ROAP provided the following key services (among others):

- Policy advisory services;
- Thematic technical guidance by the Regional Thematic Advisors;
- Support around preparing annual work plans and preparing results reports
- Operational support for regional and global programmes;

52 The top five (5) donors of Gross ODA in Bhutan in for 2015 – 16 were ADB Special Funds, Japan, International Development Association, Australia, and EU Institutions.

53 The PPP evaluation interviewed 8 ROAP staff members

54 This information should be used with caution since it is based on a small sample size of only eight (8) interviews and information was not disaggregated between thematic support and operational support.

- Periodic visits from high ranked UN Women personnel to support specific initiatives (such as high-level events)

The ROAP provided strategic programmatic support to Bhutan and Sri Lanka through assigned focal persons at the ROAP. Bhutan, Maldives and Sri Lanka received operational support from the India MCO, including administrative, financial, and procurement services. The ROAP provided support to smaller PPOs when they set up co-location and hosting arrangements with other UN agencies.

The ROAP also stepped in to identify creative ways of supporting the continuation of PPO operations despite low levels of funding. For instance, a PPO country coordinator was established to oversee operations in both Thailand and Lao PDR, as opposed to only one country, to enable UN Women to continue its presence in both countries despite financial limitations. Although this demonstrates strong willingness on behalf of the ROAP to use available resources as strategically as possible, this arrangement resulted in an overwhelming amount of work that was difficult for one country coordinator to handle when sitting remotely. The decision-making structure also required decisions made by the coordinator to be approved by the RO. This approval process resulted in bottlenecks and delays in programme implementation. This also resulted in loss of credibility with partners who were waiting patiently for decisions to be made. Remotely located support has shown to present challenges in other locations, such as in the case of Sri Lanka, Bhutan and Maldives who received support from India MCO. The remote responsibilities inherently took second (or last!) priority and an understanding of the dynamics on the ground are important for effectively managing the team and facilitating efficient processes. This evaluation only looked into remote support with respect to PPOs, which were implementing operational work – for example, non-resident agency (NRA) support to countries and CO support to PPOs were not explored through this evaluation.

Review of programming documents and interview data also points towards the previous SN taking a piecemeal approach rather than a holistic, region-wide perspective to programming. This perspective is already changing with the new SN, as Senior managers of the ROAP expressed interest to identify how skillsets and assets within one country can benefit other countries or the whole region - instead of compartmentalizing country presence into CO vs. PPO. While overall the ROAP support has been essential to maintaining PPO operations, there remain other areas where PPOs require the ROAP's support to exploit their strategic potential. These areas include:

- Strengthened knowledge management, including information sharing of lessons learned specific to PPOs;
- Region-wide strategic planning that can capitalize on the strengths of PPOs to advance UN Women's wider regional work; and
- Promotion of thematic synergies between offices (including PPOs and COs)

It is currently unfeasible for the ROAP to provide this strategic support to PPOs when it is heavily involved in supporting PPO regional programme implementation. There is thus room for exploring options for how ROAP support could be best organized to provide this highly needed and more targeted strategic support specific to PPOs and to the entire region.

### FINDING 13:

**Although elements of the programming approach in PPOs have been human rights and gender-responsive, the nature of a limited scope and timeframe for programming inevitably challenges UN Women's ability to be truly transformative and tackle the root causes of gender inequality within PPO countries.**

One of the greatest strengths of PPOs, as cited by stakeholders, is the human rights-based approach of UN Women programming. Stakeholders appreciate UN Women's ability to listen to the needs and priorities of stakeholders, include stakeholders in decision-making processes, and in some cases provide flexible support and regular communication. An example of this can be found in the Philippines PPO WPS work in the Mindanao region, where UN women engaged and empowered grassroots women political leaders through a highly participatory process of mapping, community dialogue, and capacity development initiatives.

UN Women's PPOs programming also reaches the most vulnerable women rights holders in some cases. For instance, in the south of Thailand, UN Women is engaged in WPS work that targets Muslim women who are victims of ethnic conflict, and who are often labelled as anti-government terrorists. These women face multiple intersections of discrimination and are some of the most vulnerable women in the country. Through PPO programming, these women have been provided economic earning opportunities and have been empowered to participate in community dialogue sessions with other women; with women and men from different ethnic groups; and with government military personnel

to foster an increased understanding between people and ultimately a more peaceful society.

While some PPO activities target the root causes of gender inequality, the limited scope and timeframe for PPO programming inevitably challenges UN Women's ability to be truly transformative and to take a holistic approach to tackling the root causes of gender inequality within PPO countries. To do so, PPOs would require longer term strategic planning that builds on outputs towards achieving outcome-level results. In addition, PPOs are involved only to a limited extent at specifically engaging men as gender equality advocates. PPOs are engaged in some activities that are intended to target the behaviour of men, such as reducing sexual harassment in public spaces through the Philippines Safe Cities initiative. However, there is huge potential for PPOs to further engage men as advocates of gender equality.

UN Women's contributions to the normative frameworks sets the stage for longer term change as national policies and legislation create the necessary conditions to promote gender equality and women's rights. However, without the resources and strategic planning tools and conditions necessary to support governments or partners with the implementation of these normative frameworks, UN Women supported results may not be able to tackle the structural barriers and societal norms required for achieving gender equality and may be unsustainable in the long term.

#### **FINDING 14:**

##### **Most PPOs are well positioned to leverage the UN reform context to their benefit.**

On May 31st, 2018, the UN General Assembly adopted Resolution 72/279 to strengthen harmonization efforts among UN agencies as part of a renewed UN Reform. The resolution called for the following key changes:

1. A new generation of UN Country Teams;
2. Reinvigoration of the Resident Coordinator System;
3. More Joint Programming among UN entities; and
4. More collaborative operational relationships between UN entities at the country level, which include the following:
  - a. Co-location (when UN agencies share the same physical office space);
  - b. Hosting (when one organisation "hosts" the other by providing support for administrative and financial procedures); and

- c. Joint Representation (where UN personnel represent more than one UN agency).

Due to limited funding and a small office size, the smallest PPO offices have successfully experimented with some of the joint UN modalities suggested by the new UN Reform process. Both the Maldives and Bhutan use a co-location and hosting arrangement with UNDP where the two agencies share physical office space (co-location) and where UNDP supports UN Women with its administrative and financial transactions (hosting). In these countries, UN Women also has a collaborative working relationship with the Resident Coordinator (RC), who signs UN Inter-agency Letters of Agreement. Even though the administrative and financial transactions are done using UNDP policies and the RC signs procedures and procurement contracts, the UN Women India MCO has been the final decision-maker concerning administrative, financial, and procurement decisions. This allows for operational processes to take place at the country level but for UN Women to retain all decision-making control, reportedly facilitating enhanced organizational efficiency.

PPOs are also engaged in joint programming with other UN agencies. For instance, Indonesia is engaged in four joint programmes. In the particularly small PPOs (Bhutan and Maldives), joint programming is the only modality that allows UN Women to fulfil its operational mandate. In the Maldives, all operational programming work is done through joint programming with UNDP.

UN Women can demonstrate leadership in embracing UN reform demands by highlighting this experience within the region and building on lessons learned, and moving forward, up-taking this modality for some current PPOs. The experience gained by UN Women in engaging with co-location, hosting arrangements and joint programming will likely be very useful as these arrangements will be increasingly encouraged through the UN Reform.





PHOTO: UN WOMEN/Pornvit Visitoran

# 6

## Conclusions

# 6. CONCLUSIONS

## CONCLUSION 1.

**UN Women PPOs in Asia and the Pacific have made important contributions to advancing gender equality and empowering women at the national and local levels and there is strong demand for UN Women in countries where PPOs have been operating. However, their strategic value has not been realized.**

PPOs were initially designed to only implement projects, however, due to strong demand from UN Women stakeholders, their role has evolved to deliver on UN Women's full triple mandate. While this adds value to their role, resources allocated to PPOs have not kept pace with the increased demands placed on the offices and the expectations of PPOs have not been clearly articulated by the organization. PPOs have essentially become under-resourced COs without the same level of decision-making power or influence. Their strategic value has been under appreciated, as efforts are consumed by the struggle to support their daily operations. A large portion of PPO resources were allocated during the SN period towards the operational mandate, which placed the offices under significant financial and human resources stress as this programming is highly time consuming and labour intensive. Instances where PPOs have engaged in joint programming with other UN agencies have helped to decrease this stress since this allowed for UN Women to share responsibilities with the other agency while still contributing towards gender equality results.

Results achieved, and progress made by PPOs is under-reported within UN Women's results management system. However, this evaluation has identified that PPOs have added significant value during the SN period towards GEEW results, particularly in the thematic areas of WPS, WEE, and EAW, with limited resources. Even though PPOs are, on average, operating with nearly 10 times less funding than COs (if we exclude transitioning offices), a significantly smaller workforce that is also highly unstable (both in terms of contracts and turnover), they have been successful at maintaining the same average delivery rate as COs and more importantly contributing towards important achievements at the national and local levels and within the UN system. These results speak well to the added value that PPOs in Asia Pacific have provided to UN Women and suggest that small presence offices can play

an important role in advancing gender equality and there is potential for contributing to the strengthening of UN Women's strategic positioning within the region.

## CONCLUSION 2.

**A lack of clarity on the mandate of PPOs is a key issue that has limited the realization of the full potential of PPOs, and the UN reform presents an opportunity for defining this presence within the new UN operational context.**

UN Women at HQ level is currently engaged in a process to more clearly define its country presence and office typology, which applies to the Asia and the Pacific region. Within the HQ discussions, the idea of "small presence offices" (which would need to be compared with "large presence offices") has emerged, which can be a useful way for thinking about the varied types of office set-ups, particularly within this region; it also leaves open the possibility for a small presence office to include a small CO instead of limiting between CO vs. PPO typology. This is a positive initiative and holds the potential to reallocate resources among the region in a way that maximizes opportunities to achieve results and that strategically positions the agency.

This evaluation has identified that PPOs in Asia and the Pacific face the following key limitations to engage in effective programming:

- Lack of clarity around the mandate, roles and responsibilities
- Lack of clarity around the decision-making power of UN Women personnel in country;
- Unpredictable core funds and an unstable workforce; and
- Lack of resources and mandate to plan strategically over the medium to long-term.

Because of these limitations, PPOs struggle to build on established results to obtain outcome-level change and to build sustainable processes and systems. In addition, although elements of the programming approach used by PPOs have been human rights and gender-responsive, the nature of a limited scope and timeframe for programming

inevitably challenges UN Women's ability to be truly transformative and tackle the root causes of gender inequality within PPO countries. These limitations also pose risks to UN Women's reputation if stakeholders are given the impression that UN Women does not have the capacities necessary to engage in long-term effective programming. Although PPOs have made important contributions towards results, the current model is unrealistic and presents important reputational risks to UN Women. Therefore, engaging with PPOs under the current status quo is likely a risky option and alternative arrangements will need to be made to reduce any risk to UN Women.

PPOs have demonstrated an ability to make important contributions towards results and have been key at raising awareness among country stakeholders about gender equality and introducing key stakeholders to the value of working with UN Women. These contributions should not be under-estimated and any future alternative design and management arrangements should continue to build on the good work that UN Women has done in PP countries. Alternative arrangements should provide the support necessary for small presence offices to strategically engage in specific activities that could advance UN Women's mandate rather than attempting to cover similar programming as COs with much fewer and unstable resources. Alternative arrangements could include focusing on more targeted strategic work that leverages the comparative advantages of small presence offices; increased use of joint programming to help shoulder the workload involved in fulfilling the operational mandate; and further use of joint working modalities with other UN agencies such as co-location and hosting arrangements to reduce the administrative and financial costs associated with supporting small presence offices and to help bring decision-making closer to the country level.

The General Assembly resolution on the repositioning of the UN development system adopted on 31 May 2018 identifies opportunities for UN operational activities to better support countries in implementing the 2030 Agenda for Sustainable Development. These opportunities include increased joint programming between UN agencies and increased use of joint working modalities including hosting and co-location. During the SN period, some of the smallest PPOs lacked the necessary resources to function independently and were required to collaborate with other UN entities to engage in joint programming and to manage their administrative and financial requirements. Because of these arrangements, PPOs gained valuable experience working in a more integrated fashion with other UN entities through joint programming, co-location and hosting arrangements. Because of this experience, PPOs have a good understanding of the challenges and

opportunities that these arrangements hold. There is potential for this knowledge to be shared with other UN Women offices so that they can make more informed decisions to take advantage of opportunities and avoid potential risks as part of the UN reform.

### CONCLUSION 3.

**A whole-of-region approach to UN Women programming and operations that includes PPOs (or small presence offices) could help to realign the time and resources of the ROAP towards its core functions.**

ROAP has provided valuable support to PPOs, but due to the factors noted above surrounding the lack of clarity of mandate of PPOs, ROAP support has been more reactive than proactive in its approach and resulted in an inadvertent diversion of time and resources from the ROAP core functions.

UN Women in Asia and the Pacific has to take important decisions regarding its country presence and must weigh the risk of damaging UN Women's credibility by pulling out of PPO countries and losing the gains that have been made for GEEW with the risk of making adjustments and investments in their current presence (scaling back in some and scaling up in others) in order to continue some level of presence or not. The ROAP management is already discussing how this can be done in a holistic – whole of region – approach that doesn't only focus on PPOs but rather on where resources are best allocated given current country and regional context and available skills and assets. This approach should be continued as a means for leveraging individual country programming towards regional synergies that serve a wider objective and demonstrating how its already strong pool of human resources and operations can be leveraged to serve the wider region. A whole-of region approach is particularly important in the context of the ebbs and flows of donor interest as it will allow the organization to have flexibility and be nimble in responding to demands.

Since the ROAP provided significant operational and thematic support to PPOs during the SN period, perhaps the new typology could lead to a reduction in the operational and programmatic support required by PPOs by upgrading the status of some PPOs to a full country office and by downgrading others to a smaller size that would focus on a more limited number of strategic activities. If this were the case, then resources from the ROAP would likely be freed up and could be used to advance its other mandated priorities including intergovernmental normative support, integrated normative support, integrated policy advice, comprehensive and disaggregated data, capacity



development and technical assistance, advocacy and social mobilization, support functions, and UN system coordination. Small presence offices would still require some support from the ROAP to help them build the necessary capacity to exploit their strategic potential, especially around developing strategic partnerships and mobilizing resources. It will be important for the future UN Women office modalities to include mechanisms to ensure flexibility so that offices can more successfully respond to and capture emerging opportunities.



PHOTO: UN WOMEN/Youngwha Choi





PHOTO: UN WOMEN/Joser Dumbrique

# 7

## Promising Practices

# 7. PROMISING PRACTICES

Throughout the course of this evaluation, a number of promising practices were identified that UN Women may wish to consider as it moves forward with its change management process within the context of UN Reform.

## Joint UN Working Arrangements at the Country Level

The Maldives and Bhutan PPOs engaged in co-location and hosting arrangements with UNDP where they shared physical office space (co-location) and where UNDP supported the PPOs' daily administrative and financial procedures (hosting). This arrangement reportedly resulted in faster administrative processing times, more direct influence of the PPO over administrative decision-making, and potentially reduced administrative costs.

## Mobilizing Resources within the Private Sector

The China PPO experienced greater success in mobilizing resources among the private sector when it started to intentionally use accessible language and tools to engage potential funders. The office used language that was familiar to people working in the private sector to discuss international development concepts and shared information through power point presentations as opposed to traditional memos.

## Government Stakeholder Involvement in the Development of Knowledge Products

As part of the regional project Preventing the Exploitation of Women Migrant Workers in ASEAN, the Myanmar PPO engaged the Ministry of Labour, Immigration, and Population to jointly design a research paper entitled "Myanmar Domestic Workers – Driving Development at Home and Abroad" that could directly inform the government's priority of addressing the national and legal framework affecting women migrant workers by generating needed evidence around ending the government ban on migrant domestic work. By directly engaging the end-user of the research during the research design, UN Women facilitated use of the research findings to protect the rights of women migrant workers.

## Promoting Dialogue between Women and State Security Officials

UN Women built the capacities of community-based women groups in the southern border provinces in Thailand to engage women in peace building processes. Part of this engagement included organising social dialogue sessions where vulnerable and marginalized women were provided with a platform to discuss their experiences and perspectives *with state security officials*. This reportedly helped to engage women in the security process and to sensitize state officials towards women's priorities.

## Long-Term Engagement with Women Political Leaders

In 2015, the UN Women Philippines Office conducted a mapping of capacities of Bangsamoro women to engage in peace and governance processes, capturing women's perspectives of justice and access to justice in plural legal systems. Since then, the PPO has remained engaged with the same group of women and has invested in building their capacities to advocate for a gender-sensitive transitional justice agenda. This investment contributed to the participation of Bangsamoro women in the establishment of the National Transitional Justice and Reconciliation Commission and the implementation of the Transitional Justice and Reconciliation Commission report recommendations.





PHOTO: UN WOMEN/Joser Dumbrique

# 8

## Recommendations

# 8. RECOMMENDATIONS

Within this section, recommendations are presented in priority order and are interdependent. Each recommendation identifies the target group for action and includes a timeline for implementation. They have been shared with the Evaluation Reference Group and key UN women stakeholders for feedback to ensure feasibility.

## RECOMMENDATION #1:

**UN Women ROAP should advocate within the global change management process that UN Women continue to place value on small office presences and consider how best to use these offices to strategically advance UN Women’s triple mandate and build on gains made. Implementation of this recommendation is dependent on the implementation of the other recommendations: definition of role of small presence offices (recommendation #2); mapping of typology and presence for the region (recommendation #3); and targeted support to small presence offices (recommendation #4).**



Target Group for Action: UN Women ROAP and UN Women Change Management Team



Timeframe: Short Term (within the next 1–2 years)

UN Women has been working on defining country typology and presence since the corporate Regional Architecture evaluation was issued in 2016, but was unable to reach consensus on an approach and subsequently the UN reform was initiated which has further delayed the action. During 2018, this process has picked up momentum, as the Executive Director’s Office initiated a change management process that includes defining country typology and presence, which has been progressing during the evaluation, but not yet finalized. The vision of change proposed through this process should guide the implementation of these recommendations.<sup>55</sup>

*“UN-Women has a nimble and sustainable world-wide architecture that through its network of experts and partnerships provides timely and flexible high-quality services and knowledge where most needed to accelerate the implementation of international norms and standards on gender equality and women’s rights.”*

This evaluation has shown that with a small in-country presence UN Women can provide key normative support to government actors, engage in joint programming with other UN entities, and contribute considerably to UN coordination and gender mainstreaming. The evaluation found that UN Women small presence offices were cited as a key player for government, CSO, and UN stakeholders in country.

While PPOs have made valuable contributions towards gender equality results, the lack of stable resources provided to PPOs has led to limitations within them that could potentially harm UN Women’s credibility and that restrict the agency’s ability to build on results for sustainable change, and therefore should not be continued in their current form. However, the evaluation has found that there are additional opportunities around resource mobilisation, strategic planning, UN coordination, and programming that could be further explored for UN Women to advance its strategic positioning through a small presence. The experiences of PPOs should be taken into consideration within UN Women’s Change Management Process, especially those that can inform the up-taking of modalities proposed through the UN Reform (this is further discussed in Recommendation #2). UN Women small presence offices contribute meaningful results to UN Women’s mandate and if strengthened strategically (which could imply scaling back operational activities), could be important entry points for UN Women to accelerate the implementation of international norms and standards on gender equality and women’s rights.

55 UN Women Interdivisional Task Force on Change Management, meeting minutes, 2 October 2018.



## RECOMMENDATION #2:

**UN Women should define a distinct strategic and catalytic role within UN Women’s regional architecture for small presence offices that is unique and different from that of country offices and that can be operationalized in select modalities currently being promoted within the UN Reform. Criteria for decision-making relating to country presence, modality and resource allocation should be done in accordance with this definition and should be flexible enough to respond to emerging opportunities – this is further discussed in Recommendation #3.**



Target Group for Action: UN Women Senior Management in ROAP in consultation with PPOs and COs



Timeframe: Short Term (within the 1 – 2 years)

Defining the strategic value of small presence offices is particularly important within a UN Reform context in which UN Women has recognized the need “to retain a meaningful and strategic field presence that allows for enhanced results delivery, particularly in the context of its normative support and UN system coordination functions, at country level”.<sup>56</sup> The UNDAF is becoming “the most important instrument for the planning and implementation of United Nations development activities in each country, in support of the implementation of the 2030 Agenda for Sustainable Development”<sup>57</sup> and UN Women has recognized this as a key opportunity for ensuring system-wide coherence on gender equality and women’s empowerment.<sup>58</sup> UN Women must act strategically within this context by leveraging its already established presence and networks and up-taking the UN reform modalities for country presence.

### Defining the strategic mandate of small presence offices

Smaller presence offices require their own strategic mandate that is different from that of country offices and that empowers them to focus on catalytic activities that can be achieved with a small presence. The unique strategic role of small presence offices as catalytic actors

56 UN Women, Preliminary analysis of the financial and other implications of General Assembly resolution 72/279 for UN-Women

57 United Nations, General Assembly resolution 72/289 para 1.

58 UN Women, Preliminary analysis of the financial and other implications of General Assembly resolution 72/279 for UN-Women

should be clearly documented by UN Women Senior Management and communicated across the agency.

The evaluation evidence points to small presence offices having success in normative support (including both supporting governments with intergovernmental support and monitoring implementation), integrated policy advice (embedding GEEW in national policies), UN system coordination work and advocacy and social mobilization (mainly through UN system) with limited resources. In order for the role of small presence offices to remain strategic and catalytic, this evaluation suggests that UN Women explore limiting operational work in small presence offices to joint programming or other modalities that would lessen the burden on UN Women’s operational transactions, as opposed to executing operational programming by the small presence office alone. The efficiencies that could be gained through this arrangement should be explored as a viable option for maintaining a small country presence. This could support UN Women to advance GEEW and reinforce GE within the work of its UN partners while still keeping their strategic focus and not spreading itself too thin. Through joint programming, small presence offices could leverage the operational capacity of UN partners and by closely liaising with the regional office and/or other country offices, the small presence offices could serve as an entry point to identify opportunities and/or to reinforce work done at the regional level.

The ROAP is interested in identifying the minimum level of investment necessary for PPOs (or small country presence) to be effective – in this regard, this evaluation suggests the appointment of a head of office be explored further, with the understanding that the resources for establishing such a post may not be available for all current programme presence countries (discussed further under recommendation #3). The following would be required to empower this head of office:

- *The mandate to represent UN Women at the country level.* For small presence offices to advance UN Women’s mandate and build the credibility of the agency, one person based in-country needs to be given the mandate and authority to represent UN Women. This is particularly important when building strategic partnerships, coordinating with UN agencies, and mobilizing resources. This person cannot be stretched between project implementation and this strategic role, as is currently happening in some cases. The evaluation evidence also points to the importance of having this person country-based rather than in a neighboring country.<sup>59</sup>

59 UN Women’s NRA role is different and unique to that of a small presence role.

- » *The decision around what UN professional grade is necessary to represent UN Women in small presence countries will likely need to be based on the local context.* Evaluation findings have indicated that while it is necessary for the country representative to have the official authority from UN Women to represent the agency in country, this does not necessarily mean that the representative must be at a P5 level (i.e. the current level for CO representative).
- *The mandate and contract stability to lead medium to long-term in-country planning* that can support the strategic positioning of UN Women in-country, identify and develop strategic partners, plan and report on outcome-level results, and potentially identify and mobilize resources. For small presence offices to engage in medium to long-term strategic planning, they require at least one head of office to be funded (on a full-time basis rather than through a service contract or consultant) and given the mandate to strategically position UN Women in country.

To assist in defining UN Women office typology, UN Women could potentially provide a select number of small presence offices with a trial period during the current Strategic Note cycle and the necessary resources to explore whether a transition to full country office status would be strategic and feasible. This would require an initial investment from UN Women to empower the office and the upgrading offices would need to be selected based on clear criteria.

### Considerations for upgrading to Country Office presence:

UN Women would benefit from full country office resources wherever there is a strong case for engaging in operational work through donor funded projects i.e. Philippines. As noted above, over the course of the next SN, UN Women should consider requiring that only country offices implement donor funded operational projects. This may require that UN Women says ‘no’ to some funding opportunities, as it will require that UN Women representatives educate donors about the type of funding that would be most strategic for the organization.

The corporate evaluation on the Regional Architecture recommended that UN Women leverage the integrated mandate as a whole rather than implementing it in the same way in each country.<sup>60</sup> This evaluation agrees that a

60 UN Women, Independent Evaluation Office, Regional Architecture

whole-of-region approach should be employed and that the operational aspect of the mandate should be the focus of COs rather than small presence offices. Decisions around which countries should be a full country office or small presence office should be made transparently in accordance with the region’s overall priorities and strategic vision, which is further discussed in Recommendation #3.

### Up-taking the modalities proposed through the UN Reform

Some current PPOs (i.e. Bhutan and the Maldives) are already implementing office typologies advocated for by the UN Reform to strategically position UN Women and contribute towards GEEW results. They are using co-location and hosting arrangements where they are physically located within the same building as UNDP (co-location) and use UNDP’s administrative and financial system to process administrative tasks (hosting), which contributes towards bringing decision-making closer to the country level. They are also engaged in joint programming<sup>61</sup> with other UN entities and they have a mutually beneficial and constructive working relationship with the UN Resident Coordinator (RC). In these country contexts, these modalities have reportedly supported achievement of results.<sup>62</sup>

Joint representation with another UN agency should be carefully considered – while there is some evidence that this has worked in some contexts (i.e. Pacific islands), it could present risks to UN Women’s independence and reputation and thus requires further evidence for decisions to be made on a position towards joint representation for UN Women. Perhaps, the small presence countries in the region could provide room for testing this modality further (i.e. UNFPA in Lao PDR). While working closely with the RC is an advantage for UN Women (especially around its UN coordination mandate), evidence from employing this modality in several UN Women offices around the world has shown that seconding a strategic gender advisor to RCO’s has shown to not be effective in achieving UN Women’s objectives.

61 The UN Women Corporate Evaluation on UN Coordination put forward that “limited presence” offices should leverage programmes (including joint programmes) to influence and encourage UN partners and other strategic partners to promote GEWE.

62 The evaluation scope did not include a cost analysis to identify whether hosting and co-location arrangements were more efficient than other arrangements.

### RECOMMENDATION #3:

**Based on decisions made in response to Recommendation #2, UN Women should commission a region-wide study to identify which countries in Asia Pacific will add the most strategic value to UN Women’s overall regional positioning considering the current resource envelope, which may require a re-configuration of the current office presence.**



Target Group for Action: UN Women Senior Management in Asia Pacific in consultation with PPOs and COs



Timeframe: Immediate Action (within the next 12 months).

The decision around which offices should transition to full country offices (with DOA), a small office presence with a clear mandate away from operational work (exploring different modalities described under Recommendation 2), non-resident status (where ROAP would provide remote technical assistance) or no presence should be aligned to and support the overall strategic direction of UN Women in the Asia Pacific region within the current resource envelope. As resources are increasingly scarce and need to be used strategically, difficult decisions around country presence will have to be made. This evaluation suggests that these decisions should not be based solely on the past performance of UN Women PPOs given that the mandate, structure, and support to these offices were not optimal and could be modified to support better performance. Decisions around typology should be based on the strategic potential of an office typology to advance GEEW and UN Women’s regional and global positioning and should be flexible enough to respond to emerging opportunities while remaining true to the principle of leaving no one behind.

COs were not included in the scope of this evaluation exercise; thus, the evaluation can not make specific recommendations about what criteria should be used to define UN Women’s country typology. The criteria to determine country presence are currently being determined by UN Women through the change management discussions. UN Women has noted in its proposal to the Executive Board that the criteria will be based on the principles put forth in the Strategic Plan 2018-2022:

1. Further differentiation of country presence to enhance responsiveness to country requests in line with resource availability;
2. Special attention to countries that need it most, in line with QCPR guidance;
3. Determination of the level and type of engagement on the basis of an analysis of the extent of gender inequality, based on gender indicators and inequality indices and specific challenges faced by women and girls;
4. In line with national priorities and the UNDAF.

While these principles should be adhered to, it is also necessary to identify the strategic potential of country presence within each country in the region (even those where there is currently no presence). Some of the key questions that this assessment should consider are the following:

1. Are there important opportunities to implement operational programming that cannot be done through joint UN programming?
  - a. To what extent would these programmes likely create synergies with other programmes to expedite the achievement of results?
  - b. How much value would these programmes contribute to UN Women’s overall regional portfolio? What opportunities would these programmes have for impactful scale-up?
2. To what extent are there opportunities for leveraging strategic partnerships that could be catalytic for GEEW?
3. What opportunities are present within the country to mobilize resources at the country and regional levels to implement programming?
4. To what extent is UN Women’s whole-of-region approach adhering to the “leave no one behind” principle while also ensuring feasibility within the current resource envelope?
5. What could be the expected return on investment and added value (in terms of the level of the achievement of sustainable outcome-level results) of a full country office compared to a small country office?
  - a. How long should a “trial period” be in place for small country offices looking to move into full country offices?
  - b. Under what conditions could an office be considered a full country office?

#### RECOMMENDATION #4:

**Based on the findings and recommendations of the regional study (Recommendation #3) on where UN Women should be present, UN Women should continue to provide targeted investment and support to small presence offices fulfill their unique catalytic role (as defined based on Recommendation #2).**



Target Group for Action: UN Women Senior Management in Asia Pacific



Timeframe: Short Term (within 1 – 2 years)

The UN Women ROAP has been heavily invested in supporting PPOs, particularly by mobilizing resources through regional programmes, providing representational support, technical support in thematic areas, and operational support. Reconfiguring office typologies within a broader whole-of-region approach (responding to Recommendations above) should help to free up some of the ROAP staff time that was previously dedicated to supporting PPOs so that they too can fulfill their key functions as laid out in the Strategic Note 2019-2021.

Even though some ROAP staff time should be freed up, the small presence offices will still require targeted assistance and investment from the ROAP to help build the offices' capacities to fulfill their unique catalytic role. Current PPO staff indicated that the ROAP is better positioned in terms of quality and availability of technical and operational support rather than relying on a network approach that would rely on the support of nearby country offices; however, this may be dependent upon sub-regional dynamics and this option would need to be carefully reviewed as part of the piloting.

In addition to fulfilling its key functions, ROAP support to small presence offices should be tailored to include (listed in priority order):

1. Training, guidance, and support around:
  - a. *Resource Mobilization*: How to identify and secure opportunities for resource mobilization;
  - b. *Strategic Planning*: How to strategically position UN Women in country, develop medium to long-term plans; provide policy advisory and coordination support, and development strategic partnerships);
  - c. *Awareness Raising of GEEW and UN Women*: How to use communications tools to raise the profile of gender inequality and UN Women as gender equality advocates; and
  - d. *Joint Programming*: How to work effectively and implement joint programming effectively.

2. Knowledge management: Capturing and sharing of lessons learned and good practices specific to small presence offices since they experience unique realities compared to full country offices.
3. Support to identify opportunities for synergies across countries and opportunities for scale-up.

Once UN Women Senior Management has defined the strategic and catalytic role of small presence offices and has decided UN Women presence in the region, ROAP Senior Management should consult with representatives of small presence offices to identify any gaps in capacity and to develop a training and capacity development plan to support small presence offices in fulfilling their new role throughout the region.



PHOTO: UN WOMEN/Youngwha Choi





PHOTO: UN WOMEN/Pathumporn Thongking

# Annexes

# ANNEX 1: LIST OF DOCUMENTS REVIEWED

## Documents per Country:

### BHUTAN

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Donor Report (1)

### CHINA

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Evaluation Reports:

- Mid-Term Evaluation of the China Gender Fund for Research and Advocacy (13 March 2016)
- Final Evaluation of the 2nd Phase EAW Programme: Promote Efforts for National Legislation on Domestic Violence and Upscale the Multi-sector Model in China (31st July 2017)

Donor Reports (6)

### INDONESIA

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Evaluation Reports:

- Final Evaluation of SDC Funded Part of Regional Programme on Empowering Women Migrant Workers in Asia (Phase III EWMWA: 2012 - 2015) (January 2016)
- Final Evaluation of the CEDAW South East Asia Programme Phase II (June 30, 2016)

- Endline Evaluation Report: Leveraging Technical Tools, Evidence and Community Engagement to Advance the Implementation of Laws and Provision of Services to Women Experiencing Violence in South-East Asia

- Mid-Term Review of the CEDAW South East Asia Programme II (July 22, 2014)

Donor Report (1)

### LAO PDR

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Evaluation Reports:

- Evaluation of the Project “Preventing the Exploitation of Women Migrant Workers in ASEAN” (2018)

### MALDIVES

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

### MYANMAR

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Donor Reports (2)

### PHILIPPINES

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Evaluation Reports:

Final Report: Promoting and Protecting Women Migrant Workers' Labour and Human Rights: Engaging with International, National Human Rights Mechanisms to Enhance Accountability (January 2017)

Donor Reports (2)

## SRI LANKA

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Evaluation Reports:

Final Evaluation Report: Promoting Women's Political Participation in Sri Lanka (2016)

Final Evaluation of UN Women Programme 'Empowerment of Widows and their Coalitions' (December 15, 2015)

Donor Reports (2)

## THAILAND

Annual Reports (2014, 2015, 2016, 2017)

UN Women Strategic Note 2014-2018

UN Women Strategic Note Cover Note 2014-2018 (Report Date: 7/11/2018)

Evaluation Reports:

Report of Findings of the Final Evaluation: ASEAN Regional Mechanisms Project to Protect the Human Rights of Women and Girls in Southeast Asia 2010 –2014

Donor Reports (4)

## GLOBAL DOCUMENTS

What Can We Learn from UN Women Evaluations? A Meta-Analysis of Evaluations Managed by UN Women in 2014 and 2015 (June 2016)

Amended Strategic Note Regional Office for Asia and the Pacific 2016-2017

UNW Strategic Regional and Country Presence Policy Document (24 August 2018)

Resolution adopted by the General Assembly on 31 May 2018: Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/RES/72/279)

Preliminary analysis of the financial and other implications of General Assembly resolution 72/279 for UN-Women

Final Draft Secretary-General's Implementation Plan for the Inception of the Reinvigorated Resident Coordinator System as mandated by General Assembly resolution 72/279 on the repositioning of the United Nations development system

## REGIONAL DOCUMENTS

UNW Asia-Pacific RO – Staff Survey 2018. Quantitative Analysis, June 29, 2018

UN Women Regional Office for Asia and the Pacific: Strategic Note 2014-2017

# ANNEX 2: LIST OF STAKEHOLDERS CONSULTED

Title	Organization	Location	Type of Engagement
Programme Specialist (P3)	UN Women	Based in Philippines	KII Skype
Director, Programme Division	UN Women	New York	KII Skype
(Former Country Rep in China)	UN Women	Senegal	KII Skype
In country focal point	UN Women	Maldives	KII Skype
Regional Strategic Planning and Coordination Specialist	UN Women	New York	KII Skype
Change management – country typology working group lead	UN Women	New York	KII Skype
Fiji MCO Deputy Rep	UN Women	Fiji	KII Skype
Was a UNV and consultant in Lao PDR on and off over SN period	UN Women	Lao PDR	KII Skype
KOICA volunteer EAW Programme Director	UN Women	Lao PDR	KII Skype
Deputy Regional Director	UN Women	Thailand	KII Skype
M&E Analyst	UN Women	India (Bhutan, Maldives, Sri Lanka)	KII Skype
National Programme Analyst WPS	UN Women	Philippines	KII Skype
Country Program Coordinator (Thailand, Laos PDR)	UN Women	Thailand (Laos PDR)	KII Skype
Representative and Liaison (ASEAN) Indonesia	UN Women	Indonesia	KII Skype
City Administrator	Quezon City Government	Philippines	KII in Person
General Coordinator	AECID	Philippines	KII in Person
Secretary General	PINASAMA (CSO)	Philippines	KII in Person
President	DAMPA (CSO)	Philippines	KII in Person
Director for Programs and Advocacy	The Forum for Family Planning and Development Inc. (The Forum) (CSO)	Philippines	KII in Person



Title	Organization	Location	Type of Engagement
National Project Officer, Women, Peace and Security	UN Women	Philippines	KII Skype
Peace Adviser	UNDP	Thailand	KII Skype
National Coordinator	UN Women	Lao PDR	KII in Person
Programme Assistant (Financial and Administrative Support)	UN Women	Lao PDR	KII in Person
Director General of Judicial System Promotion Department	Ministry of Justice	Lao PDR	KII in Person
Dputy Director General of Judicial System Promotion Department	Ministry of Justice	Lao PDR	KII in Person
Director General of Sub-CAWMC Division	Ministry of Education	Lao PDR	KII in Person
Deputy Director General of Planning and International Cooperation Department	Lao Women's Union	Lao PDR	KII in Person
Resident Coordinator, UN and Resident Representative UNDP	UNDP	Lao PDR	KII in Person
Head of Office, Representative	UNRCO	Lao PDR	KII in Person
Monitoring and Evaluation Analyst	UNFPA	Lao PDR	KII in Person
Director General	Commission for the Advancement of Women and Mother-Child (NCAWMC)	Lao PDR	KII in Person
Deputy Director General	NCAWMC	Lao PDR	KII in Person
National Project Coordinator (SAFE)	ILO	Philippines	KII Skype
National Project Coordinator (FAIR)	ILO	Philippines	KII Skype
Program Specialist (EVAW)	UN Women	Thailand	KII Skype
Representative of Thailand	ACWC for Women's Rights	Thailand	KII in Person
Director	The Women and Men Progressive Movement Foundation (WMP)	Thailand	KII in Person
Chief Policy Coordination Programme & Acting Chief Women and Children Empowerment Programme	Thailand Institute of Justice	Thailand	KII in Person
Deputy Representative, East and Southern Africa	UN Women		KII Skype
Program Specialist	UN Women	Thailand	KII in Person
Director	Research and Development, King Prajadhipok's Institute	Thailand	KII in Person



Title	Organization	Location	Type of Engagement
Programme Analyst	UN Women	Bhutan	KII Skype
Program Specialist	UN Women	Thailand	KII in Person
Strategic Adviser	Office of the UN Resident Coordinator		KII Skype

# ANNEX 3: EVALUATION MATRIX QUESTIONS AND ASSUMPTIONS

Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
Relevance	Strategic Positioning	1. To what extent are PPO interventions relevant to advancing UNW's triple mandate and at responding to national priorities within shifting contexts?	PPO interventions achieve synergies with and add value to the UNW portfolio at both regional and country levels.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>National policies, strategies, and frameworks</li> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP SN</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KIIs with other UN agencies and RCs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
			The choice of interventions is based on identified needs in the target thematic areas.	<ul style="list-style-type: none"> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP SN</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> <li>FGDs with rights holders</li> </ul>

Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
	Alignment & Context		PPO interventions are aligned with national priorities and are flexible enough to adapt to shifting contexts within the country and region.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>National policies, strategies, and frameworks</li> <li>KIIs with government partners</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP Annual Report</li> <li>Project documents</li> </ul>
	Strategic Positioning	2. To what extent are PPOs well positioned within UN Women's regional architecture to take advantage of the UN reform context?	PPOs are able to pilot approaches suggested by the UN Reform to further advance GEEW.	<ul style="list-style-type: none"> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>KIIs with UNW PPO and ROAP staff</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with other UN agencies and RCs</li> </ul>
			UN Women is able to influence the UNCT.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>KIIs with UNW PPO and ROAP staff</li> <li>UN Women Project documents</li> <li>PPO SNs and DRFs</li> <li>UN Women evaluations</li> <li>KIIs with other UN agencies and RCs</li> </ul>
	Strategic Positioning & Partnerships	3. To what extent do PPOs work collaboratively with other actors (including UN Women offices, governments, civil society, UN agencies and strategic partners), taking into consideration their respective comparative advantages?	PPO interventions are aligned with UNW's comparative advantage and complement the work of its partners (including within the UNCT), particularly with respect to achieving the SDGs (in particularly Goal 5).		<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KIIs with other UN agencies and RCs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>

Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
	Partnerships		PPOs are engaged with relevant and effective strategic partnerships, including with non-traditional actors (i.e. men and boys, faith based organizations, the private sector, etc.)	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KIIs with other UN agencies and RCs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
Efficiency	Organisational Efficiency	4. To what extent do existing UN Women management structures (including access to technical support, knowledge and resources) support PPOs to effectively implement their portfolio and contribute towards UNW ROAP and UNDAF outcomes?	UN Women management structures support efficiency for implementation and provide clear mandates that mutually benefit both the RO and PPOs.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>UN Women staff survey</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
	Organisational Efficiency		PPOs have access to the necessary human resources (i.e. skills, knowledge, and capacities) and financial resources to effectively implement their portfolio and contribute towards UNW and UNDAF outcomes.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>UN Women staff survey</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
	Knowledge Management and Communication		The RO's knowledge management and communications activities support PPOs and facilitate access to south-south knowledge exchanges between PP countries.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>UN Women staff survey</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>



Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
	Mobilizing and Managing Resources	5. To what extent have PPOs been able to use cost saving approaches and mobilize resources and what potential for resource mobilization exists within PP countries?	PPOs have leveraged their resources and partnerships with support from the ROAP to successfully mobilize financial resources.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>UN Women staff survey</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
		6. What is the minimum level of investment needed in-country to achieve results within a changing funding landscape and are there any risks associated with small PPO investments?	PPOs are able to achieve their goals under a minimum level of investment.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>UN Women staff survey</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
Effectiveness	Programme	7. What contributions have PPOs made towards planned or unplanned outcomes (particularly UN ROAP and UNDAF outcomes) between 2014 and 2018 and what enabling and/or hindering factors have contributed towards this?	PPO interventions have contributed towards the achievement of UN ROAP and UNDAF outcomes.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP SN</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KII with other UN organisations, including RCs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> <li>FGDs with rights holders</li> </ul>
	Programme		PPO Interventions have contributed towards both planned and unplanned results (outputs and outcomes), taking into consideration enabling and hindering factors.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP SN</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> </ul>

Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
					<ul style="list-style-type: none"> <li>• KII with other UN organisations, including RCs</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> <li>• FGDs with rights holders</li> </ul>
	UN Coordination	8. What contributions have PPOs made towards UN coordination on GEEW between 2014 and 2018 and how have these contributions evolved over time?	PPOs have made increasingly important contributions to UN coordination on GEEW between 2014 and 2018 and actively support UN agencies in addressing and mainstreaming GEEW, so as to advance UN Women's goal of strengthening GEWE within the UN system.	<ul style="list-style-type: none"> <li>• Portfolio Review</li> <li>• Document Review</li> <li>• Virtual KIIs</li> <li>• Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>• PPO annual reports</li> <li>• PPO SNs and DRFs</li> <li>• UNW ROAP SN</li> <li>• UN Women Project documents</li> <li>• UN Women evaluations</li> <li>• KII with other UN organisations including RCs</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
	Normative	9. What contributions have PPOs made towards implementing global and national norms and standards for GEEW between 2014 and 2018?	PPOs have made important contributions towards implementing global and national norms and standards for GEEW within the national context and have shared lessons learned to support regional and global normative work.	<ul style="list-style-type: none"> <li>• Portfolio Review</li> <li>• Document Review</li> <li>• Virtual KIIs</li> <li>• Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>• PPO annual reports</li> <li>• PPO SNs and DRFs</li> <li>• UNW ROAP SN</li> <li>• UN Women Project documents</li> <li>• UN Women evaluations</li> <li>• KIIs with government partners</li> <li>• KIIs with CSOs</li> <li>• KIIs with other UN agencies and RCs</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
	Culture of Results		With support from the ROAP, PPOs have access to and are effectively using a results based management system (i.e. adequate baseline data, results and performance indicators, and monitoring systems) to plan programming and report on results that can effectively inform decision-making.	<ul style="list-style-type: none"> <li>• Portfolio Review</li> <li>• Document Review</li> <li>• Virtual KIIs</li> <li>• Case Study KIIs</li> </ul>	<ul style="list-style-type: none"> <li>• PPO annual reports</li> <li>• UN Women Project documents</li> <li>• UN Women evaluations</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>

Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
Sustainability	Capacity Development	10. To what extent have PPO interventions supported the capacity development of national actors and have been integrated into national systems?	PPO interventions have resulted in strengthened capacities among key GEEW actors and stakeholders within the national context, thus sustaining results generated through UN Women programming.	<ul style="list-style-type: none"> <li>• Portfolio Review</li> <li>• Document Review</li> <li>• Virtual KIIs</li> <li>• Case Study KIIs</li> <li>• Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>• PPO annual reports</li> <li>• PPO SNs and DRFs</li> <li>• UNW ROAP SN</li> <li>• UN Women Project documents</li> <li>• UN Women evaluations</li> <li>• KIIs with government partners</li> <li>• KIIs with CSOs</li> <li>• KIIs with other UN agencies and RCs</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
	National Ownership		PPO interventions have mechanisms to support the continuation of activities and are integrated within national systems and mechanisms to ensure national ownership and sustainability.	<ul style="list-style-type: none"> <li>• Portfolio Review</li> <li>• Document Review</li> <li>• Virtual KIIs</li> <li>• Case Study KIIs</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• PPO annual reports</li> <li>• PPO SNs and DRFs</li> <li>• UNW ROAP SN</li> <li>• UN Women Project documents</li> <li>• UN Women evaluations</li> <li>• KIIs with government partners</li> <li>• KIIs with CSOs</li> <li>• KIIs with other UN agencies and RCs</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>
	National Ownership	11. To what extent have PPOs been able to scale-up successful interventions and/or capitalize on pilot or catalytic initiatives?	PPOs had the necessary resources, support and tools to scale-up successful interventions and/or capitalize on pilot or catalytic initiatives.	<ul style="list-style-type: none"> <li>• Portfolio Review</li> <li>• Document Review</li> <li>• Virtual KIIs</li> <li>• Case Study KIIs</li> <li>• Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>• PPO annual reports</li> <li>• PPO SNs and DRFs</li> <li>• UNW ROAP SN</li> <li>• UN Women Project documents</li> <li>• UN Women evaluations</li> <li>• KIIs with government partners</li> <li>• KIIs with CSOs</li> <li>• KIIs with other UN agencies and RCs</li> <li>• KIIs with UNW PPO, ROAP, and HQ staff</li> </ul>

Criteria	Sub-Criteria	Question	Assumption	Data Collection Methods	Sources of Evidence
Human Rights and Gender Equality	Addressing structural causes of gender inequality	12. To what extent are PPOs following human rights and development effectiveness principles by addressing the root causes of gender inequality through supporting changes in power dynamics between different groups, particularly those who are most vulnerable?	PPO interventions are designed according to the human rights and development principles of: a. Participation / empowerment b. Inclusion / non-discrimination c. National accountability / transparency	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP SN</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KIIs with other UN agencies and RCs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> <li>FGDs with rights holders</li> </ul>
	Addressing structural causes of gender inequality		PPO interventions are designed to address power dynamics between different groups, particularly those who are most marginalized.	<ul style="list-style-type: none"> <li>Portfolio Review</li> <li>Document Review</li> <li>Virtual KIIs</li> <li>Case Study KIIs</li> <li>Case Study FGDs</li> </ul>	<ul style="list-style-type: none"> <li>PPO annual reports</li> <li>PPO SNs and DRFs</li> <li>UNW ROAP SN</li> <li>UN Women Project documents</li> <li>UN Women evaluations</li> <li>KIIs with government partners</li> <li>KIIs with CSOs</li> <li>KIIs with other UN agencies and RCs</li> <li>KIIs with UNW PPO, ROAP, and HQ staff</li> <li>FGDs with rights holders</li> </ul>



# ANNEX 4: DATA

# COLLECTION TOOLS

## UN Women Asia and the Pacific Programme Presence Portfolio Evaluation Community Focus Group Discussion (FGD) Guide

### Community Reached by UN Women

Interviewee(s):  
Interviewer:  
Date:

#### INTRODUCTION

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that all the information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

#### DISCUSSION QUESTIONS:

- 1) What activities did you implement through this project?
- 2) What results were you able to achieve through this project? Did your activities produce any unexpected or unplanned results?
- 3) What strategies were most effective in achieving results?
- 4) What challenges did you face?
- 5) In what ways did UN Women support your project?
- 6) In what ways did UN Women help to develop your capacities? (Perhaps through training, information sharing, technical support, etc.)?
- 7) Were there any areas where you would have liked UN Women to have provided more support?

- 8) To what extent are the activities that you have implemented or set up integrated into national systems and mechanisms?
- 9) What was the working relationship like with UN Women? What were the strengths and weaknesses?
- 10) What activities would you like to do in the future related to your project how could UN Women support you in doing that?
- 11) If UN Women's assistance were to end, how would you continue your work? What would you do in the future to sustain the results that you have witnessed so far?
- 12) What recommendations would you make to UN Women to further strengthen its support for gender equality and women's rights?

UN Women Asia and the Pacific  
Programme Presence Portfolio Evaluation  
Community Focus Group Discussion (FGD) Guide

Community Reached by UN Women

Interviewee(s):

Interviewer:

Date:

**INTRODUCTION**

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that all the information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

**DISCUSSION QUESTIONS:**

- 1) What activities did you implement through this project?
- 2) What results were you able to achieve through this project? Did your activities produce any unexpected or unplanned results?
- 3) What strategies were most effective in achieving results?
- 4) What challenges did you face?
- 5) In what ways did UN Women support your project?
- 6) In what ways did UN Women help to develop your capacities? (Perhaps through training, information sharing, technical support, etc.)?
- 7) Were there any areas where you would have liked UN Women to have provided more support?
- 8) To what extent are the activities that you have implemented or set up integrated into national systems and mechanisms?
- 9) What was the working relationship like with UN Women? What were the strengths and weaknesses?
- 10) What activities would you like to do in the future related to your project how could UN Women support you in doing that?
- 11) If UN Women's assistance were to end, how would you continue your work? What would you do in the future to sustain the results that you have witnessed so far?
- 12) What recommendations would you make to UN Women to further strengthen its support for gender equality and women's rights?

UN Women Asia and the Pacific  
Programme Presence Portfolio Evaluation  
Key Informant Interview Guide

Government Actors

Interviewee(s):

Interviewer:

Date:

**INTRODUCTION**

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that the all information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

**QUESTIONS:**

- 1) What major achievements have taken place over the past 4 years concerning women's rights in your country? What role did UN Women play in achieving these results?
- 2) What are the current primary priorities of the government concerning women's rights? Is UN Women supporting you with these priorities? If so, how?
- 3) How has your work with UN Women changed or evolved over the past 4 years?
- 4) Have any unexpected or unplanned results emerged as part of your work with UN Women?
- 5) What value does UN Women add to the work you do? In what way has UN Women helped strengthen the capacities of government officials and staff?
- 6) In what ways has UN Women helped to strength national systems and processes?
- 7) What is your working relationship like with UN Women? What are the strengths and weaknesses?
- 8) Are there any areas where you would like further support from UN Women?
- 9) What recommendations would you make to UN Women to strengthen its work in your country?



## UN Women Asia and the Pacific Programme Presence Portfolio Evaluation Key Informant Interview Guide

### UN Women PPO Staff

Interviewee(s):

Interviewer:

Date:

### INTRODUCTION

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that the all information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

### Programming Contributions

1. Please explain your role and history with UN Women.
2. Please describe the **most important programming achievements** that your PPO has realized over the past 4 years (or during your tenure).
  - a. Has your PPO programming led to any unexpected results?
3. To what extent does the PPO engage in **UN Coordination**?
  - a. Are there any key achievements that you would highlight?
  - b. What factors facilitate or hinder your engagement and influence within the UN system at the country level?
  - c. How has the PPO's role in UN Coordination changed or evolved over the past 4 years?
4. In what ways has the PPO contributed towards implementing UN Women's **normative mandate**?
  - a. Are there any key achievements that you would highlight?
  - b. To what extent has the PPO shared lessons learned about implementing the normative mandate with other countries or regions?
5. To what extent has the programming context changed over the past 4 years?
  - a. What have been the primary factors that have facilitated and hindered the achievement of results?

### Human rights & gender equality

6. To what extent is the programming in the country able to address the root causes of gender inequality in the country?
  - a. Please provide examples.

7. To what extent is PPO programming relevant and responsive to the primary target groups over the past 4 years?

### Management Structures and Efficiency

8. Does your PPO have the necessary **technical and human resources** capacity to effectively implement your portfolio and contribute towards national priorities and the UNDAF?

a. If not, what is missing?

9. To what extent does the current **UN Women financial and administrative structures** support the PPO? Do you have any recommendations?

10. Can you please describe the **relationship between your PPO and the ROAP**?

a. Do you have any recommendations?

### UN Women Change Mgmt & UN Reform - Looking to the Future

11. Given the ongoing discussions around “country typology” within UN Women, do you have any feedback on what criteria should be established for UN Women presence at country level?

12. What **opportunities** could the new **UN Reform** context bring to your PPO to further advance the GEEW agenda?

## PENDING TIME

### Sustainability

13. In what ways has the PPO built the capacity of key GEEW actors within the country?

14. Does your PPO have access to the **necessary financial resources** to implement your portfolio and contribute towards national priorities and the UNDAF?

15. Have you managed to secure/fundraise any non-core resources over the past 4 years? If so, what strategy did you use?

16. How does your PPO monitor results? What M&E mechanism are in place? How well do they work? What areas for improvement would you suggest?

17. To what extent does the ROAP support your PPO in exchanging information with other actors through south-south collaboration? What works well and what could be improved? What have been the primary factors that have facilitated and hindered the achievement of results?

## PENDING TIME

18. What programming areas would you concentrate on, opportunities would you explore, or initiatives would you pursue if resources were not a constraint?

19. What recommendations would you provide to UN Women management to further support PPOs and to further increase their contributions towards implementing UN Women’s triple mandate?

UN Women Asia and the Pacific  
Programme Presence Portfolio Evaluation  
Key Informant Interview Guide

UN WOMEN ASIA PACIFIC REGIONAL OFFICE

Interviewee(s):

Interviewer:

Date:

## INTRODUCTION

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that the all information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

## QUESTIONS:

- 1) Can you please describe your role and involvement with PPOs in the region?
- 2) To the best of your knowledge, can you identify any key achievements of PPOs in the region (normative/policy, operational or UN system coordination)?
- 3) To what extent does the work done at the PPO level support/contribute to the work and priorities of the RO (and vice versa)?
- 4) What is the nature of the information flows between the RO and PPOs?
  - » What monitoring, evaluation and reporting mechanisms are used to share PPO results with the RO?
  - » To what extent is the RO facilitating the sharing of south-south information (particularly between PPOs and COs)? What mechanisms are used and how effectively do they function?
  - » To what extent are lessons learned by PPOs filtered back up to the RO?
- 5) Can you please describe the working relationship between PPOs and the RO [in general]?
  - » What kinds of administrative and financial support does the RO provide to PPOs? [please be as specific as possible – including the percentage of time spent]
  - » What kinds of technical support does the RO provide to PPOs? [please be as specific as possible – including the percentage of time spent]
  - » Do you have any recommendations?
- 6) Looking forward, what role should PPOs play within UN Women’s regional architecture?
- 7) Do you have any suggestions on what criteria could be used for UN Women presence in country (country typology)?
- 8) From your perspective, what opportunities (if any) exist for PPOs to advance GEEW within the new UN Reform context?

## UN Women Asia and the Pacific Programme Presence Portfolio Evaluation Key Informant Interview Guide

### UN AGENCIES AND THE UN GENDER THEME GROUP

Interviewee(s):

Interviewer:

Date:

*It is assumed that the conversation will take place without the presence of UN Women's PPO representative).*

#### INTRODUCTION

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that the all information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

#### QUESTIONS:

- 1) In what ways has UN Women participated in the Gender Theme Group? What role(s) does UN Women play?
- 2) What contributions to the GTG has UN Women provided that have been particularly useful?
- 3) Over the past 4 years, how has GEEW been integrated into the work of UN organisations working in country? How has this evolved?
- 4) What challenges do you face around integrating gender equality into the work of UN agencies in country?
- 5) What are some of the strengths and weaknesses of the GTG in your country? What elements work well and what could be further improved?
- 6) As far as you know, is UN Women engaged in any UN joint partnerships/joint programmes within the country? What are some of the strengths and weaknesses of these joint initiatives?
- 7) What recommendations would you provide around strengthening GEEW into the work of UN organisations in country?
- 8) What recommendations would you provide around strengthening UN Women's role in advancing GEEW in country?
- 9) What opportunities (if any) will the new UN Reform context bring to further advance gender equality in country and UN Women's role in supporting gender equality advancements?

UN Women Asia and the Pacific  
Programme Presence Portfolio Evaluation  
Key Informant Interview Guide

UN WOMEN HQ PERSONNEL

Interviewee(s):

Interviewer:

Date:

**INTRODUCTION**

- Thank the participant for their time and engagement.
- Provide an explanation of the purpose and objectives of the evaluation and how the information will be used.
- Explain that their participation is voluntary and that they can decide not to participate or end the discussion at any time.
- Inform the participant that the all information provided within the interview will be kept confidential and will only be shared among the evaluation team members. Only aggregate information will be shared as part of the evaluation and will be done in a way where it is not possible to trace the information provided directly to its source.
- Ask the participant if they are comfortable and would like to continue.

**QUESTIONS:**

- 1) What is the current role of PPOs within UN Women’s regional architecture?
  - a. To what extent has this evolved since the creation of UN Women?
- 2) Looking ahead, what role do you think PPOs should play within UN Women’s regional architecture?
- 3) What is the current thinking around criteria used to define the typology of UN Women’s regional architecture?
- 4) What upcoming changes in UN Women’s regional architecture do you expect will take place in the near future?
  - a. To what extent do you anticipate this could affect UN Women’s impact on women and girls in the PPO countries?
- 5) What opportunities (if any) exist for PPOs to advance GEEW within the new UN Reform context?
  - a. How is UN Women responding to these emerging opportunities/challenges?



# ANNEX 5: EVALUATION ETHICS

The evaluators followed the ethical evaluation standards outlined in the UNEG Ethical Guidelines as well as UN Women's Evaluation Policy. The evaluators will act in an independent and impartial capacity to develop robust findings and recommendations. They hold no conflicts of interest and not only are they accountable to the agency commissioning the evaluation, but they are also accountable to the stakeholders who participate in the evaluation and have ensured that their own behaviour was respectful and culturally sensitive at all times. Evaluators listened attentively without judgment and engaged a diverse set of rights holders and duty bearers throughout the evaluation process. This helped to ensure fair representation and respect for dignity and diversity.

Potential stakeholders were invited (not forced or coerced) to participate in the evaluation process and the evaluators clearly explained that their participation is voluntary and that all information obtained through the evaluation process will remain confidential within the evaluation team and for the exclusive use of this evaluation. The evaluators ensured that all evaluation deliverables are crafted in such a way that information cannot be traced back to an identifiable stakeholder. All interview notes and data obtained through the evaluation process will be saved on a password-protected computer for safekeeping and will be uploaded to a safe password-protected cloud space. The evaluators have worked with the ROAP and PPOs to identify particularly vulnerable groups to ensure that they are engaged in the evaluation process and that their engagement in this process does not cause them any harm. The evaluators obtained written consent for any photos and/or video recording obtained during the evaluation process and will adhere to UN Women's Photo Policy.

To adhere to equity, gender equality, and feminist evaluation principles, the evaluators conducted a preliminary assessment of potential power dynamics and vulnerabilities among and between stakeholders and will develop a stakeholder engagement plan that helped evaluators to use empowering evaluation processes that take into consideration these inequities and that can

contribute towards shifting power dynamics towards a more equitable equilibrium. For example, if the evaluators were to speak with a group of women stakeholders during the day, the stakeholder engagement plan took into consideration potential barriers that may prohibit this stakeholder group from engaging in the evaluation (e.g. lack of childcare) and develop strategies to mitigate this barrier. The evaluation matrix and all evaluation tools were carefully reviewed by the evaluation team in collaboration with the ROAP Evaluation Specialist using an equity and gender equality lens to ensure that gender biases are not reproduced or reinforced throughout the evaluation process (e.g. sensitivity to wording in interview protocols, thorough mainstreaming of GEEW principles throughout the evaluation matrix, etc.). All data collected throughout the evaluation process have been disaggregated by sex and by pre-identified equity group.

# ANNEX 6: TERMS OF REFERENCE

## Terms of Reference

### UN Women Programme Presence Portfolio Evaluation, Asia and the Pacific

#### I. BACKGROUND

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was created in January 2011 with the goal of contributing to the achievement of gender equality and women's empowerment. The work of UN Women is framed by the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which is often called the "international bill of women's rights", and the Beijing Platform for Action, which sets forth governments' commitments to enhance women's rights. The spirit of these agreements has been affirmed by the Sustainable Development Goals; UN Security Council resolutions on women, peace and security and on sexual violence in conflict; Economic and Social Council agreed conclusions 1997/2 and resolution 2011/5; and the UN System Chief Executives Board for Coordination policy on gender equality and women's empowerment and its corresponding system-wide action plan. UN Women has an integrated mandate focused on:

- **Normative work:** to support inter-governmental bodies, such as the Commission on the Status of Women (CSW) and the General Assembly, in their formulation of policies, global standards and norms;
- **Operational work:** to help Member States to implement international standards and to forge effective partnerships with civil society; and
- **Coordination work:** entails both work to promote the accountability of the United Nations system on gender equality and empowerment of women (GEEW), including regular monitoring of system-wide progress, and more broadly mobilizing and convening key stakeholders to ensure greater coherence and gender mainstreaming across the UN.

The General Assembly adopted a landmark resolution on the repositioning of the UN development system on 31 May 2018 that has been described by Secretary-General António Guterres as "the most ambitious and comprehensive transformation of the UN development system in decades" representing the beginning of a "new era".<sup>2</sup> General Assembly the reform effort will include a comprehensive policy review of operational activities for development as well as the general guidelines and principles of the UN system. resolution 72/279 intends to identify opportunities for UN operational activities to better support countries in implementing the 2030 Agenda for Sustainable Development. T

The UN Women regional architecture was designed to bring capacity closer to the field, empower UN Women staff at the field level, reduce transaction costs arising from multiple layers of oversight, better distinguish higher level programmatic and operational oversight and global policy work at headquarters from the day-to-day oversight and support in the field,

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1 UN Security Council resolutions on women, peace and security and on sexual violence in conflict include: 1325 (2000), and 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), and 2122 (2013).

2 United Nations, Department of Public Information, "Adopting Landmark Text on Repositioning United Nations Development System, Speakers in General Assembly Hail New Era of Multilateral Support for Country Priorities". GA/12020, 31 May 2018, <https://www.un.org/press/en/2018/ga12020.doc.htm>

and improve UN Women’s overall relevance, efficiency and effectiveness.<sup>3</sup> The regional architecture currently consists of Regional Offices (RO), Multi-country offices (MCO), Country Offices (CO) and Programme Presence (PP).<sup>4</sup>

This Programme Presence Portfolio Evaluation (PPPE) uses the Regional Office for Asia and the Pacific (ROAP) Strategic Note (SN) 2014-2018 as the main reference document for UN Women’s support to PP work. The ROAP directly oversaw 24 PP offices during the SN period, of which nine are the focus of this evaluation: Bhutan, China, Indonesia, Lao People’s Democratic Republic (PDR), Maldives, Myanmar, Philippines, Sri Lanka, and Thailand. Several offices are currently transitioning to a Country Office (CO) presence, including India, Indonesia, China, and Myanmar. The ROAP has already begun to support the PP countries of Bhutan and Sri Lanka and will likely soon support Maldives as the India MCO transitions to a CO.<sup>5</sup> The 15 other PP are Pacific islands overseen by the Fiji MCO and are not included in this evaluation.

The 2014-2018 ROAP SN was amended in 2016 and extended to December 2018 in order to allow for better alignment to UN Women’s new Strategic Plan and agreement with the regional architecture. The new ROAP SN is expected to begin implementation on 1 January 2019 and be closely linked to the UN Women Global Strategic Plan 2018-2021<sup>6</sup>, as well as national development plans and United Nations Development Assistance Frameworks (UNDAF) or United Nations Partnership Frameworks (UNPAF) at the country level. The ROAP supports the following interdependent and interconnected outcomes outlined in UN Women’s Strategic Plan 2018-2021:

1. Women lead, participate in and benefit equally from governance systems
2. Women have income security, decent work and economic autonomy
3. All women and girls live a life free from all forms of violence
4. Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and humanitarian action

While ROAP’s triple mandate (normative, coordination and operational) is dedicated to supporting all UN Women strategic priorities, based on budget allocation, PP offices in the region have a focus on Ending Violence Against Women (EVAW) and Women, Peace, and Security (WPS). Despite the status of “Programme Presence” in these countries, UN Women serves as an official member of the UN Country Team (UNCT) in some offices, while providing varied levels of engagement as an unofficial member in others, ranging from strengthening gender mainstreaming across thematic groups to leading the interagency gender thematic group.

The situation of women varies across the PP countries covered under the ROAP. Detailed country background information will be provided by the UN Women ROAP and MCO to the selected evaluator.

The region has experienced high and enduring rates of economic growth and consolidated international geo-political and economic influence, largely fed by foreign and private sector investment and export-led strategies. However, overall economic growth and reductions in poverty throughout the region have not been matched by an increased availability of decent work and economic opportunities for women, despite significant progress in women’s educational achievements over the last two decades.<sup>7</sup>

Of the nine countries covered by this evaluation, seven are lower middle-income countries (Bhutan, Indonesia, Lao PDR, Maldives, Myanmar, Philippines, and Sri Lanka), with poverty rates ranging from 11 percent to 25 percent, and two are

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3 UN Women. 2016. “Strengthening Organizational Structure for Delivering Gender Equality Results: Corporate Evaluation of the Regional Architecture of UN Women”. UNW/2016.

4 Countries where UN Women does not have a representative presence yet, but where the needs for GEEW programming are apparent. In most cases, these were also countries where UNIFEM had programming.

5 UN Women. 2017. “UN Women ROAP Strategic Note Report 2018 - AWP Cover Note”. UNW/2017.

6 United Nations Entity for Gender Equality and the Empowerment of Women. Strategic Plan. August 2017. UNW/2017/6/Rev.1

7 UN Women. 2017. “UN Women ROAP Strategic Note Report 2018 - AWP Cover Note”. UNW/2017.

upper middle-income countries (China and Thailand), with Thailand reporting a comparatively lower poverty rate of 10.5 percent<sup>8</sup> and China reporting a poverty headcount ratio<sup>9</sup> at \$1.90 a day of 1.4 percent.<sup>11</sup>

Deeply entrenched socio-cultural values and practices limit women's access to land, technology, and credit, keeping most working women confined to vulnerable employment at the margins of economies. The participation rate of women in the labour force remains low, at 48 percent,<sup>12</sup> earning only 54 to 90 percent of what men are paid.<sup>13</sup> Up to 70 percent of the regional population lacks reliable access to good-quality and affordable health-care services and only 30 percent of all persons with disabilities have enough income for self-support.<sup>14</sup>

Violence against women is widespread with intimate partner violence being the most common yet under-reported form. Prevalence of intimate partner violence in the region ranges from 6.1 percent to 67.6 percent.<sup>15,16</sup> Women face many barriers in accessing justice and essential services, including broad cultural acceptance, inadequate resources for multi-sectoral responses, and impunity for abusers.

The significant movement of women migrants within and between ROAP countries is fuelled by uneven development and inequalities. These migrants often engage in precarious and unregulated work without proper legal protection, facing what UN Women analyses have cited as extreme exploitation.<sup>17</sup>

About one-third of all those living with HIV in the region are women. Research shows these women live with higher instances of forced abortion and sterilization, denial of property rights, and physical violence.<sup>18</sup> Although funds dedicated to HIV are dwindling, the evolving nature of HIV epidemics demands comprehensive approaches that address prevention, treatment and support services.

Regional stability is increasingly threatened by the effects of climate change and natural disasters. The Asia-Pacific region accounted for almost 60 percent of the total global deaths and 45 percent of total economic damage caused by natural disasters between 2005-2017.<sup>19</sup> As a result, increasing demand for resources dedicated to humanitarian actions and risk mitigation efforts have forced governments to divert attention and funding away from social protection and economic development priorities.<sup>20</sup>

With a range of political arrangements - democracies, monarchies, dictatorships, single-party states - governance in all the countries under the scope of this evaluation have a highly centralized decision-making structure and minimal political representation by women. National gender machineries are present within all countries but lack requisite

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8 The World Bank Group. 2016. The World Bank Data Catalogue. Washington, D.C. The World Bank (producer and distributor). <https://data.worldbank.org/>

9 UNDP. 2014. Human Development Report. UNDP/2016.

10 Poverty Headcount Ratio (HCR) reported by the World Bank Group represents the percentage of the population living below the national poverty lines. National estimates are based on population-weighted subgroup estimates from household surveys compiled from official government sources or computed by World Bank staff using national (i.e. country-specific) poverty lines.

11 The World Bank Group. 2016. The World Bank Poverty and Equity Data Portal. Washington, D.C. The World Bank (producer and distributor). <http://povertydata.worldbank.org/poverty/country/CHN>

12 UN ESCAP. 2017. "Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific". UN ESCAP/2017/7.

13 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

14 UN ESCAP. 2017. "Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific". UN ESCAP/2017/7.

15 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

16 Asian Development Bank and UN Women. 2018. "Gender Equality and the Sustainable Development Goals in Asia and the Pacific: Baseline and Pathways for Transformative Change by 2030".

17 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

18 *ibid.*

19 UN ESCAP. 2017. "Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific". UN ESCAP/2017/7.

20 UN Women. 2015. "Amended Strategic Note; Regional Office for Asia and the Pacific 2016-2017". UNW/2015.

authority, capacity, funding, or influence to coordinate and monitor gender mainstreaming effectively. Several recent policy steps have been taken towards advancing equality in many countries, however greater efforts are required to enhance accountability and translate commitments into implementation.<sup>21</sup>

## II. DESCRIPTION OF THE PROGRAMMES

The total 2018 planned budget (including non-core and to be mobilized funds) of the nine PP countries included in the evaluation is USD \$10,274,498. The two largest thematic areas by budget are WPS (USD \$6,787,682) and EAW (USD \$2,706,169), amounting to 66 percent and 26 percent of the budget, respectively.

2018 BUDGET (USD)<sup>22</sup>

ROAP				
Country	Core	Non-Core Available	Non-Core To Be Mobilised	Total Resources
China	\$189,600	\$824,324	\$357,413	\$1,371,337
Indonesia	\$385,350	\$1,557,251	\$448,000	\$2,390,601
Lao PDR	\$103,000	\$335,000	\$95,000	\$533,000
Myanmar	\$27,000	\$1,438,037	\$2,342,314	\$3,807,351
Philippines	\$40,000	\$886,076	\$40,000	\$966,076
Thailand	\$96,000	\$218,436	\$150,000	\$464,436
ROAP Total:				\$9,532,801

India MCO				
Country	Core	Non-Core Available	Non-Core To Be Mobilised	Total Resources
Bhutan	\$128,088	\$0.00	\$0.00	\$128,088
Maldives	\$27,600	\$0.00	\$0.00	\$27,000
Sri Lanka	\$102,000	\$484,609	\$0.00	\$586,609
India MCO Total:				\$741,697

As noted in the 2016 Regional Architecture evaluation, the work of PP countries was meant to be focused on the implementation of operational work, however, in practice, PP offices are involved in responding to the integrated three mandates of UN Women.<sup>23</sup>

As part of a preliminary portfolio analysis, key stakeholders have been identified. An analysis of key duty bearers and rights holders will be reviewed and updated by the evaluation team as part of the inception phase.

In line with UN Women's commitment to Results Based Management, a Development Results Framework (DRF) was developed with performance indicators for the ROAP and each PP develops a DRF as part of their Annual Work Plan. While the DRFs include basic assumptions, a full theory of change will need to be reconstructed by the evaluation team through a participatory process in the countries chosen for in-depth analysis. The SN also includes an Organisational Effectiveness and Efficiency Framework (OEEF) with performance indicators, which the evaluation is expected to use to assess organizational performance.

21 *ibid.*

22 Budget reflects 2018 OEEF; Does not include No Cost Implication funds.

23 UN Women. 2016. "Strengthening Organizational Structure for Delivering Gender Equality Results: Corporate Evaluation of the Regional Architecture of UN Women". UNW/2016.



The nine UN Women PP offices in this evaluation operated in 2018 with staffs ranging from eleven people (Indonesia) to just one person (Bhutan and Maldives). A total of four international staff are based in-country, ranging from a P5 staff member (Indonesia) whose goal is to help manage the transition to a CO, to one newly established international project staff at P3 level (Philippines).

#### 2018 STAFF

ROAP						
PP Country	International Staff	National Staff	Consultants/ JPO	UN Volunteers	Interns	Total Staff
China	1	3	-	-	1	5
Indonesia	2	8	1	-	-	11
Lao PDR	-	3	1	1	1	6
Myanmar	1	4	-	-	-	5
Philippines	-	2	2	-	-	4
Thailand	1	3	-	-	2	5

India MCO						
PP Country	International Staff	National Staff	Consultants/ JPO	UN Volunteers	Interns	Total Staff
Bhutan	-	1	-	-	-	1
Maldives	-	1	-	-	-	1
Sri Lanka	2	3	-	1	-	6

### III. EVALUATION PURPOSE AND USE

Evaluation in UN Women is guided by key normative agreements to be gender-responsive and utilizes the entity's strategic plan as a starting point for identifying the expected outcomes and impacts of its work and for measuring progress towards the achievement of results. The UN Women Evaluation Policy and the UN Women Evaluation Strategic Plan 2018-2021 are the main guiding documents that set forth the principles and organizational framework for evaluation planning, conduct, and follow-up in UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation<sup>24</sup> and Ethical Guidelines.<sup>25</sup>

The key principles for gender-responsive evaluation at UN Women are: 1) National ownership and leadership; 2) UN system coordination and coherence with regard to gender equality and the empowerment of women; 3) Innovation; 4) Fair power relations and empowerment; 5) Participation and inclusion; 6) Independence and impartiality; 7) Transparency; 8) Quality and credibility; 9) Intentionality and use of evaluation; and 10) Ethics.

This PPPE is a systematic assessment of the contributions made by UN Women to development results with respect to gender equality at the country level through Programme Presence. Given the unique moment within the organization for defining country presence, this evaluation will also have a focus on organizational effectiveness.

This PPPE is being primarily commissioned by the ROAP as a formative (forward-looking) evaluation to support the ROAP's strategic learning, as the PPPE intends to support decision-making for the next Strategic Note, being drafted in 2018. The evaluation is expected to have a secondary summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience. The evaluation also seeks to provide insights

24 UNEG, "Norms and Standards for evaluation", 2016, available online at: <http://www.unevaluation.org/document/detail/1914>.

25 UNEG, "Ethical guidelines", 2008, available online at: <http://www.unevaluation.org/document/detail/102>.

on the strategic direction for UN Women PPs within the context of the repositioning of the UN development system as adopted by the General Assembly resolution 72/279 on 31 May 2018.<sup>26</sup>

It is a priority for UN Women that the PPPE will be gender-responsive and will actively support the achievement of gender equality and women's empowerment.

The primary intended users of this evaluation are the ROAP and PP country staff and their key stakeholders. Headquarters units may be interested in reviewing the evaluation as input to the development of country presence criteria.

Primary intended uses of this evaluation are:

- a. Learning and improved decision-making to support the development of the next SN 2019-2021;
- b. Accountability for the development effectiveness of UN Women's contribution to gender equality and women's empowerment; and
- c. Capacity development and mobilisation of national stakeholders to advance gender equality and the empowerment of women.

A secondary purpose of this evaluation is to provide insights on methodological approaches for evaluating UN Women's work in programme presence context. The UN Women Independent Evaluation Service will use these insights for adapting evaluation guidance.

#### IV. EVALUATION OBJECTIVES

The evaluation has the following specific objectives:

1. Assess the relevance of UN Women contribution through programme presence at national levels and alignment with international and regional agreements and conventions on gender equality and women's empowerment.
2. Assess effectiveness and organizational efficiency in progressing towards the achievement of gender equality and women's empowerment results through programme presence.
3. Assess the added value of UN Women presence in country, and support UN Women to improve its strategic positioning to better support the achievement of sustained gender equality and women's empowerment within the region.
4. Analyse how a human rights approach and gender equality principles are integrated in the design and implementation of UN women's work.
5. Identify and validate lessons learned, good practices and examples of innovation that supports gender equality and human rights.
6. Provide actionable recommendations with respect to programme presence and ROAP support to PP's within the context of the next UN Women ROAP Strategic Note.

The evaluation will apply four OECD/DAC evaluation criteria: relevance, effectiveness (including normative, and coordination mandates of UN Women), efficiency, and sustainability, in addition to leveraging Human Rights and Gender Equality as an additional criterion.

The evaluation will seek to answer the following key evaluation questions and sub-questions, which will be further refined by the evaluation team during the inception phase:

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26 United Nations General Assembly, *Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system*, A/Res/72/279 (31 May 2018), available from <http://undocs.org/a/res/72/279>

Criteria	Sub-Criteria	Question
Relevance	Strategic positioning	<p>Are the interventions achieving synergies within the UN Women portfolio at both regional and country levels and how has this evolved over time?</p> <p>What is the added value of programme presence for UN Women's work in the region?</p> <p>What is UN Women's collaborative advantage compared to other UN entities and key partners and strategic positioning with respect to SDGs (in particular Goal 5)?</p>
	Alignment	Is the portfolio aligned with national policies and international human rights norms and responsive to the evolution of development challenges and the priorities in national strategies, or significant shifts due to external conditions?
	Context	Is the choice of interventions most relevant to the situation in the target thematic areas?
	Partnerships	<p>Is the choice of partners most relevant to the situation of women and marginalised groups (are non-traditional partners e.g. men and boys, faith based organizations, engaged)?</p> <p>Are existing partnerships working?</p>
Efficiency	Organisational Efficiency	<p>To what extent does the UN Women management structure support efficiency for implementation (are the PP / RO mutually beneficial relationships?)?</p> <p>Does the organisation have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?</p>
	Mobilising and managing resources	<p>How has the changing funding landscape affected the work of the PPs? What is the minimum investment needed to maximize results?</p> <p>To what extent are cost-sharing or joint working modalities supporting efficiency of PP work?</p> <p>What are the risks involved with programme presence? Do the benefits outweigh/risks?</p>
	Culture of Results	Have a Results Based Management system and capacities for supporting this been established and implemented (i.e. adequate baseline data, results and performance indicators, and monitoring systems)?
	Knowledge management and communication	Are UN Women's knowledge management and communications capabilities and practices relevant to the needs of the portfolio and partners? Is there south-south exchange and learning facilitated by the RO?
	Programme	<p>To what extent have planned outputs been achieved on time?</p> <p>Are interventions contributing to the expected outcomes? For who? What has UN Women's contribution been to the progress of the achievement of outcomes?</p> <p>What unexpected outcomes (positive and negative) have been achieved? For who?</p> <p>What are the main enabling and hindering factors to achieving planned outcomes?</p>

Criteria	Sub-Criteria	Question
Effectiveness	UN Coordination	What contribution is UN Women making to UN coordination on GEEW? Which roles is UN Women playing in this field?
	Normative	To what extent have lessons learned been shared with or informed global and national normative work?  What contribution is UN Women making to implementing global and national norms and standards for gender equality and the empowerment of women?
Sustainability	Capacity development	To what extent was capacity developed to ensure sustainability of efforts and benefits?
	National Ownership	How did UN Women design to scale-up coverage and effects of its interventions?  Did UN Women use and capitalise upon pilot/catalytic initiatives?
Human Rights and Gender Equality	Addressing structural causes of gender inequality	Is the portfolio addressing the root causes of gender inequality?  To what extent is the portfolio changing the dynamics of power in relationships between different groups?  Has the portfolio been implemented according to human rights and development effectiveness principles: a. Participation/empowerment b. Inclusion/non-discrimination c. National accountability/transparency  Which groups is the portfolio reaching the most, and which are being excluded?

As part of the inception phase, the evaluation team is required to review agreed indicators for answering each evaluation question. A model template will be provided to the evaluation team for this purpose. All indicators are expected to include the following elements:

1. A pre-defined rubric for evaluative judgement in the form of a definition of success, a benchmark, or a minimum standard;
2. Mainstreaming gender-responsiveness (where appropriate):
  - a. Gender-disaggregated,
  - b. Gender-specific (relating to one gender group),
  - c. Gender-redistributive (balance between different gender groups);
3. Mainstreaming a human rights-based approach (where appropriate):
  - a. Reference to specific human rights norms and standards (including CSW concluding observations),
  - b. Maximising the participation of marginalised groups in the definition, collection and analysis of indicators.

The evaluation will take a gender-responsive approach. Gender-responsive evaluations use a systematic approach to examining factors related to gender that assesses and promotes gender equality issues and provides an analysis of the structures of political and social control that create gender equality. This technique ensures that the data collected is analysed in the following ways:

1. Determining the claims of rights holders and obligations of duty bearers
2. Assessing the extent to which the intervention was guided by the relevant international (national and regional) normative frameworks for gender equality and women's rights, UN system-wide mandates and organizational objectives
3. Comparing with existing information on the situation of human rights and gender equality in the community, country, etc.
4. Identifying trends, common responses and differences between groups of stakeholders (disaggregation of data), for example, using graphs or illustrative quotes (that do not allow for identification of the individual)
5. Integrating into the analysis the context, relationships, power dynamics, etc.
6. Analysing the structures that contribute to inequalities experienced by women, men, girls and boys, especially those experiencing multiple forms of exclusion
7. Assessing the extent to which participation and inclusiveness (with respect to rights holders and duty bearers) was maximized in the interventions planning, design, implementation and decision-making processes
8. Triangulating information to identify similarities and/or discrepancies in data obtained in different ways (i.e., interviews, focus groups, observations, etc.) and from different stakeholders (e.g., duty bearers, rights holders, etc.)
9. Identifying the context behind the numbers and people (using case studies to illustrate broader findings or to go into more depth on an issue)
10. Comparing the results obtained with the original plan (e.g., through the application of the evaluation matrix)

The evaluation will assess the extent to which sustainability was built into the intervention through the empowerment and capacity building of women and groups of rights holders and duty bearers. The preliminary findings obtained through this process should be validated through a stakeholder workshop with evaluation management and reference groups towards the end of the primary data collection stage.

## V. SCOPE OF THE EVALUATION

The timing of this PPPE is intended to systematically and independently assess both the performance and lessons as the ROAP approach the end of the current SN.

The period covered by the evaluation will be 2014 through September 2018, in line with the SN period. The suggested in-depth country focus is countries that are not currently in the pipeline to become a CO (Thailand, Lao PDR, and Philippines), that also have similarity in thematic programming (WPS and EVAW) and are in the same sub-regional grouping. However, the evaluator will develop clear criteria during the inception phase based on desk review and consultations with staff to finalize the country selection. Although the focus will be on the thematic areas, the PPPE will include all activities undertaken by these programme presence countries during the period of the SN, including support to normative, policy and UN coordination.

Several PP offices are currently transitioning to CO presence: Indonesia, China and Myanmar; while India MCO will become a CO and the PP countries Bhutan, Sri Lanka and Maldives will move under the ROAP. Therefore, the evaluation will analyse these cases through an organizational effectiveness lens with a view to distil lessons learned and implications for the ROAP during the next SN period. They will be included in the portfolio analysis and a limited number of interviews with key stakeholders identified through stakeholder analysis that will be undertaken.

Given resource constraints, the evaluation will not consider impact (as defined by UNEG), as it is considered too premature to assess and it is presumed based on previous evaluative evidence of UN Women programming that adequate baseline data are unavailable.

The evaluation team is expected to establish boundaries for the evaluation, especially in terms of which stakeholders and relationships will be included or excluded from the evaluation. These will need to be discussed in the inception phase.



UN Women organisational structures (such as regional architecture) will be considered within the evolving context of UN Women organizational restructuring and UN reform.

Joint programmes and programming is within the scope of this evaluation. Where joint programmes are included in the analysis, the evaluation will consider both the specific contribution of UN Women, and the additional benefits and costs from working through a joint modality.

The evaluation is expected to analyse the contributions of UN Women within the context of the main cultural, religious, political, social and economic differences and national priorities between the different countries covered by the evaluation.

The evaluation team is expected to undertake a rapid evaluability assessment in the inception phase, which will contribute to refining the scope. This should include the following:

1. For the countries chosen for in-depth analysis (Thailand, Lao PDR, and Philippines), an assessment of the relevance, appropriateness and coherence of the implicit or explicit theory of change, strengthening or reconstructing it where necessary through a stakeholder workshop during the in-country visit;
2. An assessment of the quality of performance indicators in the DRF and OEEF, and the accessibility and adequacy of relevant documents and secondary data;
3. A review of the conduciveness of the context for the evaluation; and
4. Ensuring familiarity with accountability and management structures for the evaluation.

The evaluation is expected to face the following logistical constraints: limited institutional memory due to staff turnover; possible political sensitivity around UN activities; and limited time in-country for visits.

Where these constraints create limitations in the data that can be collected, these limitations should be understood, and the generalization of findings should be avoided where a strong sample has not been used.

In addition, cultural aspects that could impact the collection of data should be analysed and integrated into data collection methods and tools. Evaluators are expected to include adequate time for testing data collection tools.

## VI. EVALUATION DESIGN

The evaluation will use a theory-based<sup>27</sup> cluster design.<sup>28</sup> The performance of the portfolio will be assessed according to the theory of change stated in the SN 2014-2018. To achieve sufficient depth, the evaluation will cluster programming, coordination, and policy activities of the countries of focus around the common thematic areas/flagship programmes: EAW and WPS. Following a realist evaluation approach, the evaluation team will identify which factors, and which combinations of factors, are most frequently associated with a higher contribution of UN Women to expected and unexpected outcomes within which contexts.<sup>29</sup>

The evaluation will apply a **gender-responsive** approach to assess the contribution of UN Women to development effectiveness. An adapted outcome mapping/harvesting approach<sup>30</sup> is suggested for the in-country visits. It should identify expected and unexpected changes in target and affected groups. It is anticipated that the evaluation will apply process tracing to identify the mechanisms of change and the probable contributions of UN Women.

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27 A theory based-design assesses the performance of the Strategic Note based upon its stated assumptions about how change happens. These assumptions can be challenged, validated or expanded upon by the evaluation.

28 A cluster evaluation assesses a large number of interventions by 'grouping' similar interventions together into 'clusters' and evaluating only a representative sample of these in depth.

29 Realist evaluation is a theory-driven approach that asks the following question: "What works, for whom, in what respects, to what extent, in what contexts, and how?" Developed by Pawson and Tilley (1997). Realist evaluation assesses the context and mechanisms that leads to outcomes.

30 Earl, S., Carden, F., and T. Smutylo. 2001. "Outcome Mapping, Building Learning and Reflection into Development Programs". IDRC 2001. See also: [www.outcomemapping.ca](http://www.outcomemapping.ca).

The evaluation will undertake a desk-based portfolio analysis of all nine PP countries that will include a chronology of the PPs work in country, financial and staff data, synthesis of secondary results data for the respective country's most recent AWP DRF and OEEF, and linkages with the ROAP SN. A detailed stakeholder analysis identifying duty bearers and rights holders will also be part of the portfolio analysis. The portfolio analysis will be triangulated through a mixed methods approach that will include:

1. Desk review of additional documentary evidence;
2. Consultation with all main stakeholder groups; and
3. An independent assessment of development effectiveness using Contribution Analysis in the in-depth countries of focus.

The evaluation is expected to reconstruct the theories of change using a participatory process during the inception phase. This should be critiqued based on feminist and institutional analysis.

The evaluation will assess the strategic position of UN Women. It is anticipated that mixed qualitative/quantitative cases of different target groups will be developed, compared and contrasted. The methods should include a wide range of data sources, including: documents, field observation, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials and community groups.

The evaluation is particularly encouraged to use participatory methods to ensure that all stakeholders are consulted as part of the evaluation process. At a minimum, this should include participatory tools for consultation with stakeholder groups and a plan for inclusion of women and individuals and groups who are vulnerable and/or discriminated against in the consultation process (see below for examples).

The use of participatory analysis, video, photography or other methods are particularly encouraged as means to include rights holders as data collectors and interpreters. The evaluator should detail a plan on how protection of participants and respect for confidentiality will be guaranteed.

The evaluation may decide to use the following data collection tools:

- (Group) Interviews
- Outcome mapping/harvesting workshop
- Survey
- Secondary document analysis
- Observation
- Multimedia (photography, drawing)
- Others

The evaluator should take measures to ensure data quality, the reliability and validity of data collection tools and methods, and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

The evaluation will apply Contribution Analysis to assess the effectiveness of UN Women's PP portfolio.

The evaluation is expected to develop a purposive sampling design based on criteria defined by the evaluation team in consultation with the reference group. It is proposed that the evaluation will use a sampling unit based on countries and Strategic Plan Goals (thematic areas). The primary interventions undertaken during the SN period 2014-2018 by three of the PP countries proposed for in-depth analysis have been mapped into the below table. Interventions have been selected based on preliminary country profiles, but will need to be validated during the inception phase.

Work Cluster	Lao PDR	Philippines	Thailand
<i>Leadership</i>			Comprehensive survey on women's political leadership and participation at the national and local levels to establish baseline data for SDG 5
<i>Economic Empowerment</i>	<p>"Economic Empowerment of Women Market Vendors in Lao PDR Project"</p> <p>Joint IOM programme: "Poverty Reduction through Safe Migration, Skills Development and Enhanced Job Placement (The Promise Project)"</p> <p>Technical support for: "Enhancing results of Unexploded Ordnances (UXO) Lao programs by promoting gender equality and women's empowerment"</p>		<p>Joint IOM programme: "Poverty Reduction through Safe Migration, Skills Development and Enhanced Job Placement (The Promise Project)"</p> <p>Collaborate on "Developing Regional Catalysts on Women's Economic Empowerment between ASEAN and UN Women" initiative with the Department of ASEAN Affairs, and the Ministry of Foreign Affairs of the Royal Government of Thailand</p>
<i>Ending Violence</i>	<p>Village Mediation Unit (VMU) training and links to national legal framework in coordination with the Ministry of Justice</p> <p>Joint ILO programme "Safe and Fair: Realizing Women Migrant Workers' Rights and Opportunities in the ASEAN Region"</p> <p>Technical assistance and capacity building on development of new coordination mechanism for GBV response, EAW, and the Essential Service Package.</p>	<p>Joint ILO programme "Safe and Fair: Realizing Women Migrant Workers' Rights and Opportunities in the ASEAN Region"</p> <p>Safe Cities (Phase II), including mobilisation of grassroots Safe Cities Task Forces</p>	<p>Joint ILO programme "Safe and Fair: Realizing Women Migrant Workers' Rights and Opportunities in the ASEAN Region"</p> <p>Lead the development of a national EAW/GBV Survey</p>
<i>Peace and Security and humanitarian action</i>		<p>Access to Justice Regional Programme</p> <p>Preventing Violent Extremism</p> <p>Technical assistance and capacity development for preventing violent extremism through the "Gender-Sensitive Transitional Justice" and "Support of Implementation of the Bangsamoro Peace Agreement" projects</p> <p>Implementation of UNSCR 1325 and National Action Plan on Women, Peace &amp; Security</p>	<p>Technical Support on the roll-out and localization of the Measure and Guideline on Women, Peace and Security</p> <p>Empower capacities on women's leaders and women's networks in conflict affected areas to build peaceful, cohesive and resilient communities</p>

Work Cluster	Lao PDR	Philippines	Thailand
<i>UN Coordination (UNCT / GTG)</i>	<p>Chairs Gender Theme Group</p> <p>Leads 2018 UNCT CEDAW reporting</p>	<p>Member of UNCT</p> <p>Leads UNCT CEDAW reporting</p>	<p>Chairs Gender Theme Group</p> <p>Implementation of the UNPAF</p> <p>Co-chair SDG Results Group on Peace and Governance</p>
<i>Normative Support</i>	<p>Technical support to development of National Plan of Action on Gender Equality 2016-2020 and National Strategy for Gender Equality 2016-2025</p> <p>Support the government in CEDAW Reporting on the combined 8th and 9th periodic reports of Lao PDR</p>	<p>Advocacy and training on Promoting a Gender-Sensitive Transitional Justice Agenda to government, civil society, security sector and academic partners.</p>	<p>Support the government in CEDAW implementation and follow-up on Concluding observations on the combined sixth and seventh periodic reports of Thailand</p>

## VII. STAKEHOLDER PARTICIPATION

The evaluators are expected to discuss during the Inception Workshop how the process will ensure participation of stakeholders at all stages, with an emphasis on rights holders and their representatives:

1. Design (inception phase);
2. Consultation of stakeholders;
3. Stakeholders as data collectors;
4. Interpretation;
5. Reporting and use.

The evaluators are encouraged to further analyse stakeholders according to the following characteristics:

1. System roles (target groups, programme controllers, sources of expertise, and representatives of excluded groups);
2. Gender roles (intersections of sex, age, household roles, community roles);
3. Human Rights roles (rights holders, principal duty bearers, primary, secondary and tertiary duty bearers);
4. Intended users and uses of the evaluation.

The evaluators are encouraged to extend this analysis through mapping relationships and power dynamics as part of the evaluation. It is important to pay attention to participation of rights holders—in particular women and vulnerable and marginalized groups—to ensure the application of a gender-responsive approach. It is also important to specify ethical safeguards that will be employed.

The evaluators are expected to validate findings through engagement with stakeholders at stakeholder workshops, debriefings or other forms of engagement.

## VIII. TIME FRAME AND EXPECTED DELIVERABLES

The evaluation is expected to be conducted between July and November 2018. Ideally the preliminary findings will be ready to feed into the ROAP SN 2019-2022, which will be finalized in September. The evaluators are expected to design and facilitate the following events:

1. Online participatory inception workshop (including refining evaluation uses, the evaluation framework, stakeholder map, and theories of change);
2. In-country oral briefing on the evaluation process;
3. In-country exit briefing;
4. Online findings, validation and participatory recommendations workshop.

	Deliverable	Activities	Person responsible	Time frame for submission
1	9 individual country portfolio of PP countries	Systematization of country data (results reporting, financial, staff, etc.); mapping of stakeholders; and evaluability assessment; desk based document review with skype interviews as necessary	Junior Evaluator	2 weeks after signing contract
2	Draft Inception presentation (Slide Doc) and delivery of online inception workshop	Slide Doc presentation outlining the approach of the evaluation and visual theories of change, based on deliverable 1, document review, skype interviews as necessary and discussions with the Evaluation Manager; and delivery of online inception workshop.	Team Leader	2.5 weeks after signing contract
3	Inception phase final approach (slide doc) + data collection tools (word format)	Considering feedback from workshop; and final data collection tools (word format/online survey)	Team Leader <i>Junior Evaluator</i>	2 days after workshop
4	Data collected (interview/ FGD/ workshop notes; survey report; observation notes, etc) and in-country debriefing ppt's	In-country visits by Evaluation Team Leader to Philippines & Thailand [Lao PDR may be covered by the Evaluation Manager]  All interview/FGD notes; workshop; survey data; observation notes, etc. must be submitted to UN Women  Debriefing ppt developed in country based on preliminary analysis of primary data collected in-country and portfolio analysis in PPT format  Skype interviews; other data collection methods agreed upon in inception presentation (i.e. survey, etc.)	Team Leader <i>Junior Evaluator</i>	With preliminary findings presentation
5	Preliminary findings presentation (including analytical tables in excel format (or other output format based on software))	Power point or slide doc presentation synthesizing the data collected (triangulation of results of the portfolio analysis; in-country visits; and skype interviews; and other methods).	Team Leader <i>Junior Evaluator</i>	2 weeks after country visits
6	Draft report Word format (including min. 2 rounds of revision) including tables used for analysis	The draft report will incorporate feedback from the preliminary findings presentation; all final interview notes, tables/spreadsheets used for analysis must also be submitted (including final analytical tables in excel format (or other output format based on software)); format of the report should follow below proposal.	Team Leader (reference group feedback – evaluation manager)	1 week after the preliminary findings presentation



7	Comment audit trail (table to be provided)	All feedback provided by EMG, ERG and how evaluation team has responded will be presented in the table format provided by UN Women.	<i>Junior Evaluator</i> (reference group feedback – evaluation manager)	Upon submission of the final report
8	Final report & Evaluation Brief	Final report & Evaluation Brief in word doc and PDF formats with infographics and using UN Women template based on Branding Guidelines (to be provided) and UN Editorial Manual (any other communication products that are proposed by evaluation team); all photos used must adhere to UN Women policy.	Team Leader <i>Junior Evaluator</i>	November
9	Methodological Note on applying CPE approach to Programme Presence	A brief note on lessons learned from applying the adapted <a href="#">MCPE</a> approach to the Programme Presence will be drafted for the Independent Evaluation Service use	Team Leader	2 weeks post completion of final report
	TOTAL Days		Team Leader <i>Junior Evaluator</i>	

All data collected by the evaluator must be submitted to the evaluation manager in word or excel formats and is the property of UN Women. Proper storage of data is essential for ensuring confidentiality. A model Evaluation Report will be provided to the evaluator based on the outline found here. Evaluation Report will also need to follow the United Nations Editorial Manual, which can be found here. The Evaluation Manager (Regional Evaluation Specialist) will quality assure the evaluation report against UN Women Evaluation Report Quality Assurance (See Annex 1). All products are subject to quality review; the draft and final evaluation report will be shared with the evaluation reference group, and the evaluation management group for quality review.

The final report will be approved by the evaluation management group. The main report will be a synthesis report looking at the programme presence portfolio, however, country specific findings, lessons and innovations will be presented in the report (perhaps through the use of boxes). The recommendations of the evaluation will be targeted to UN Women ROAP.

- 1) Title and opening pages
- 2) Executive summary
- 3) Background and purpose of the evaluation
- 4) Programme/object of evaluation description and context
- 5) Evaluation objectives and scope
- 6) Evaluation methodology and limitations
- 7) Findings: relevance, effectiveness (normative, coordination, operational), efficiency, sustainability, and gender and human rights
- 8) Conclusions
- 9) Recommendations
- 10) Lessons and innovations

## ANNEXES:

- Terms of reference
- Documents consulted
- Lists of institutions interviewed or consulted and sites visited (without direct reference to individuals)
- Analytical results and methodology related documentation, such as evaluation matrix
- Country portfolio profiles
- List of findings and recommendations

## X. MANAGEMENT OF THE EVALUATION

This evaluation will have the following management structures:

1. Regional Evaluation Specialist will manage the coordination and day-to-day management and contribute to collection of data and possibly contribute to analysis and writing;
2. Evaluation Management Group for administrative support and accountability: (A.I.) Regional Director, Monitoring and Reporting Specialist, Planning and Coordination Specialist;
3. Evaluation Reference Group for substantive technical support: UN Women programme staff (1 per in-depth country and 1 at ROAP from ERAW or WPS), National government partners, Development partners/donors, UNCT representatives.

The main roles and responsibility for the management of the evaluation reports are:

Evaluation team	<ol style="list-style-type: none"><li>1. To avoid conflict of interest and undue pressure, the members of the evaluation team need to be independent, implying that they must not have been directly responsible for the design, or overall management of the subject of the evaluation, nor expect to be in the near future.</li><li>2. Evaluators must have no vested interest and must have the full freedom to conduct their evaluative work impartially. They must be able to express their opinion in a free manner.</li><li>3. The evaluation team prepares all evaluation products, which should reflect an agreed-upon approach and design for the evaluation from the perspective of the evaluation team, the evaluation manager/RES.</li></ol>
Evaluation manager	<ol style="list-style-type: none"><li>1. Conducts a preliminary assessment of the quality of deliverables and comments for action by the evaluation team</li><li>2. Provides substantive comments on the conceptual and methodological approach and other aspects of the evaluation design</li><li>3. Manages logistics for the field mission in liaison with the country focal point</li><li>4. Contributes to data collection and analysis</li><li>5. Initiates timely payment of the evaluation team</li><li>6. Coordinates feedback on the draft and final report from management and reference groups</li><li>7. Maintains an audit trail of comments on the evaluation products so that there is transparency in how the evaluation team is responding to the comments</li></ol>
Country Focal Point	<ol style="list-style-type: none"><li>1. Assist with logistical arrangements in-country including scheduling meetings with stakeholders and facilitating visit by the evaluation team</li></ol>

Evaluation management and reference groups (including the regional evaluation specialist)

1. Provide substantive comments and other operational assistance throughout the preparation of reports with a view to identifying gaps, omissions and misinterpretations of data.
2. Where appropriate, participates in meetings and workshops with other key partners and stakeholders before finalization of reports.

To maximize stakeholder participation and ensure a gender-responsive evaluation, the evaluation manager should support the evaluator(s) during data collection in the following ways:

1. Consult partners regarding the evaluation and the proposed schedule for data collection
2. Arrange for a debriefing by the evaluator(s) prior to completion of data collection to present preliminary and emerging findings or gaps in information to the evaluation manager, evaluation management and reference groups
3. Ensure the stakeholders identified through the stakeholder analysis are being included, in particular the most vulnerable or difficult to reach, and provide logistical support as necessary contacting stakeholders and arranging for transportation.
4. Ensure that a gender equality and human rights perspective is streamlined throughout the approach, and that the evaluator(s) is abiding by the ethical principles outlined below.

## XI. EVALUATION TEAM COMPOSITION, SKILLS AND EXPERIENCES

UN Women is seeking to appoint two qualified individual consultants to undertake the evaluation: **Team Leader and Junior Evaluator**. UN Women will directly contract a local consultant/ interpreter in the countries to be visited (Lao PDR, Thailand and the Philippines) as required.

The International team leader is expected to have significant experience in designing and conducting gender responsive evaluation. The team leader is responsible for the overall quality of the evaluation process and products. The team leader is expected to work together with the Junior Evaluator hired by UN Women under the Evaluation Manager's overall guidance. The Team Leader will undertake all in-country visits, including facilitation of workshops, interviews and other forms of data collection. S/he will be responsible for drafting all evaluation deliverables: the inception presentation, preliminary findings presentation, synthesis report, annexes, and evaluation brief, while abiding to quality standards, as set forth in the TOR.

The team leader is expected to be able to demonstrate evidence of the following:

1. Master's degree in a field of relevance for the evaluation (i.e. Social Sciences, Evaluation, international affairs)
2. At least 10 years of demonstrated experience in conducting gender-responsive evaluation
3. A strong record in designing and leading evaluations
4. Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods
5. Experience in gender analysis and human-rights based approaches
6. Data analysis skills
7. Excellent ability to communicate with stakeholders
8. Added asset is technical competence in the thematic areas to be evaluated
9. Evaluation process management skills, including workshop facilitation and communication skills
10. Demonstrated ability to synthesize data and write clearly and concisely in English is required.

11. Added asset is knowledge of the role of UN Women and its programming, coordination and normative roles at the regional and country level
12. Language proficiency in English
13. Country or regional experience in Asia and the Pacific is desirable.

**The Junior Evaluator** will be responsible for the desk-based portfolio analysis and may be involved in skype interviews, data analysis and report drafting. The Junior Evaluator is expected to be able to demonstrate evidence of the following capabilities:

1. Master's degree in a field of relevance for the evaluation (i.e. Social Sciences, Evaluation, international affairs)
2. At least 5 years of demonstrated experience in research, monitoring and/or evaluation
3. Experience in conducting gender-responsive evaluation an asset
4. Knowledge of, and experience in applying, qualitative and quantitative evaluation methods
5. Experience in gender analysis and human-rights based approaches an asset
6. Data analysis skills
7. Excellent ability to communicate with stakeholders
8. Added asset is technical competence in the thematic areas to be evaluated
9. Demonstrated ability to synthesize data and write clearly and concisely in English is required.
10. Added asset is knowledge of the role of UN Women and its programming, coordination and normative roles at the regional and country level
11. Language proficiency in English
12. Country or regional experience in Asia and the Pacific is desirable.

## XII. ETHICAL CODE OF CONDUCT

UN Women has developed a [UN Women Evaluation Consultants Agreement Form](#) for evaluators that must be signed as part of the contracting process, which is based on the [UNEG Ethical Guidelines and Code of Conduct](#). These documents will be annexed to the contract. The UNEG guidelines note the importance of ethical conduct for the following reasons:

1. Responsible use of power: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
2. Ensuring credibility: With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and to take note of the recommendations.
3. Responsible use of resources: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluators are expected to provide a detailed plan on how the following principles will be ensured throughout the evaluation (see UNEG Ethical Guidance for descriptions): 1) Respect for dignity and diversity; 2) Right to self-determination; 3) Fair representation; 4) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 5) Redress; 6) Confidentiality; and 7) Avoidance of harm.

Specific safeguards must be put in place to protect the safety (both physical and psychological) of both respondents and those collecting the data. These should include:

1. A plan is in place to protect the rights of the respondent, including privacy and confidentiality
2. The interviewer or data collector is trained in collecting sensitive information, and if the topic of the evaluation is focused on violence against women, they should have previous experience in this area
3. Data collection tools are designed in a way that are culturally appropriate and do not create distress for respondents
4. Data collection visits are organized at the appropriate time and place so as to minimize risk to respondents
5. The interviewer or data collector is able to provide information on how individuals in situations of risk can seek support

The evaluation's value added is its impartial and systematic assessment of the programme or intervention. As with the other stages of the evaluation, involvement of stakeholders should not interfere with the impartiality of the evaluation.

The evaluator(s) have the final judgment on the findings, conclusions and recommendations of the evaluation report, and the evaluator(s) must be protected from pressures to change information in the report.

Additionally, if the evaluator(s) identify issues of wrongdoing, fraud or other unethical conduct, [UN Women procedures](#) must be followed and confidentiality be maintained.

The [UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct](#), and accompanying policies protecting against retaliation and prohibiting harassment and abuse of authority, provide a cohesive framework aimed at creating and maintaining a harmonious working environment, ensuring that staff members do not engage in any wrongdoing and that all allegations of wrongdoing are reported promptly, investigated and appropriate action taken to achieve accountability. The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct defines misconduct and the mechanisms within UN Women for reporting and investigating it.

#### **Application process**

Interested consultants can submit the following documents to [hr.bangkok@unwomen.org](mailto:hr.bangkok@unwomen.org):

1. CV and [UN Women P11](#)
2. Short evaluation proposal (max 5 pages) based on TOR including plan for protecting evaluation participants and indicating availability/timeline for travel; and financial proposal based on each deliverable.
3. 2 sample evaluation reports (must be a sample where the applicant was directly responsible for writing a section)
4. 3 professional references

**DEADLINE: 20th July 2018**

Annex 1 UN Women GERAAS evaluation quality assessment checklist

- <http://www.unwomen.org/~media/headquarters/attachments/sections/about%20ous/evaluation/evaluation-geraasmethodology-en.pdf>

Annex 2 UN Women Evaluation Consultants Agreement Form

- UN Women Evaluation Consultants Agreement Form
- UNEG Ethical Guidelines and Code of Conduct.

Annex 3 UNEG Norms and Standards for evaluation

- <http://www.unevaluation.org/document/download/2787>

Annex 4 UN Women Evaluation Handbook

- <https://genderevaluation.unwomen.org/en/evaluation-handbook>
- <https://genderevaluation.unwomen.org/en/evaluation-handbook/country-portfolio-evaluation-guidance>



Annex 5 Resources for data on gender equality and human rights



- UN Office of the High Commissioner for Human Rights (OHCHR) – Universal Human Rights Index: <http://uhri.ohchr.org/en>
- UN Statistics – Gender Statistics: <http://genderstats.org/>
- UNDP Human Development Report – Gender Inequality Index: <http://hdr.undp.org/en/content/gender-inequality-index-gii>
- World Bank – Gender Equality Data and Statistics: <http://datatopics.worldbank.org/gender/>
- Organisation for Economic Co-operation and Development (OECD) Social Institutions and Gender Index: <http://genderindex.org/>
- World Economic Forum – Global Gender Gap Report: <http://www.weforum.org/issues/global-gender-gap>
- A listing of UN reports, databases and archives relating to gender equality and women’s human rights can be found at: [http://www.un.org/womenwatch/directory/statistics\\_and\\_indicators\\_6o.htm](http://www.un.org/womenwatch/directory/statistics_and_indicators_6o.htm)



**UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.**

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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